DOCUMENT RESUME

ED 242 811 UD 023 440

AUTHOR Bossone, Richard M., Ed.; Polishook, Irwin, Ed.
TITLE School Reform and Related Issues. Proceedings of the Conference of the University Urban Schools National Task Force (5th, Palm Beach, Florida, November 11-12, 1983).
INSTITUTION City Univ. of New York, N.Y. Graduate School and Univ. Center.
PUB DATE 83
NOTE 131p.
PUB TYPE Collected Works - Conference Proceedings (021) -- Reports - General (140)

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS Abstract Reasoning; *College School Cooperation; *Computers; *Educational Change; Educational Vouchers; Elementary Secondary Education; Higher Education; *Instructional Improvement; Skill Development; Tax Credits; *Teacher Improvement; Tuition; *Urban Schools
IDENTIFIERS Florida; New York (New York)

ABSTRACT

The theme of the conference reported on here was school reform and related issues. An introductory statement, "Thoughts on School Reform," by Jerome Bruner, and a list of conference participants are followed by a group of papers on education and politics. The papers are "Reform and Partnership in Education," by Albert Shanker; "Mandating Excellence and Rewarding Initiative in Teaching," by Pat Tornillo; and "Education Means Business," by Robert Graham. A second group of papers on schools and universities includes "New Relationships; University-School Collaboration in New York City," by Anthony Alvarado; "Major Articulation Efforts between the New York City Schools and the City University of New York," by Leon M. Goldstein; and "Reflections on High Schools Today," by Edward J. Meade, Jr. The final group of papers, on instruction and learning, contains "Improving Reasoning Skills of Urban High School Students: A Progress Report," by Lorin W. Anderson; and "Computers: Past, Present, and Future," by Patrick Suppes. (CMG)

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PROCEEDINGS:

The Fifth Conference of the
University Urban Schools National Task Force

School Reform and Related Issues

November 11 & 12, 1983
Palm Beach

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Edited by Richard M. Bossone
and Irwin H. Polishook

The Graduate School and University Center
of The City University of New York

UD023 440

PREFACE

The anomalies that exist in the current era of school reform have received only scant attention. Witness the questions generated by President Reagan, who praised without reservation his appointed National Commission on Excellence, which offered no endorsement of his program for school prayer and tuition tax credits, or the universal concern generated by the Commission's warning about a "rising tide of mediocrity" that afflicts American education as opposed to lesser importance attached to its multi-billion dollar price tag for long-term improvement. Even more confusing are the results of various polls which measure public attitudes toward education. Appraisals of most surveys seem to show a dominant tone of public school denunciation. But this negative perception is transformed into narrow approval when only parents of public school children are asked their views regarding the quality of education. This ambiguity in the midst of change is a critical factor in the demand for reform.

Of similar import is a broader lack of focus in the study of educational politics, instruction, the dissemination of research, and urban public schools. This concern provided a foundation for the establishment of the University/Urban Schools National Task Force in 1979 under whose auspices the proceedings of four previous conferences have already been published. Funded by various grants, it has a stated goal of achieving "greater university/school cooperation in resolving urban school problems" and has

received the endorsement of virtually every important figure connected with public education in the United States. Apart from the participation of academicians, the regular participation in these conferences of school superintendents from such diverse cities as Baltimore, Boston, Chicago, Dallas, Detroit, Memphis, Minneapolis, New York, and San Francisco reflects the urgency with which those most closely associated with public education have long viewed the need to improve American schooling. These people, with immediate authority for urban schools, have willingly made the exchange of ideas and programs in the University/Urban Schools National Task Force a practical forum for educational progress.

One feature of this fifth conference was our proposal to establish a "Public Education Institute" as a means to secure an institutional setting for the reform of our nation's schools. What we recommended informally was the following:

> The Institute will be a nonprofit organization committed to research, publication, and the implementation of ideas in subjects related to elementary, secondary, and higher education. The primary function of the Institute will be to maintain an academic center that concentrates on past, current, and emerging problems in the entire field of public education, including pedagogy, social attitudes and values, school finance, and government. As a research center, the Institute can recruit nationally known scholars whose investigations and publications provide independent and authoritative analyses of the state of public education in the United States. By sponsoring conferences and lectures, the Institute will create a setting for the public and academicians to interact in considering topics of special interest and currency. Of particular concern here is the establishment of ongoing links between the university and schools making the Institute's resources available to academic institutions and government. The Institute faculty should be drawn from among those scholars who have demonstrated an

interest in the development of plans for the improvement of the educational process and have assisted in the implementation of recommendations for the reform of pedagogical programs.

Our proposal, which is independently suggested in a somewhat different formulation by Professor Jerome Bruner, is an outgrowth of concern that the momentum for school reform is impeded by its lack of cohesion. By itself, the vast geographical compass of the demand for change in the United States requires special consideration if the 1980s are to produce real progress in the education of children. Our concept of an Institute for the appraisal of public education is a recognition of the urgency of this historical moment when opportunities for progress abound in the nation.

R.M.B.
I.H.P.

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THOUGHTS ON SCHOOL REFORM

Jerome Bruner
George Herbert Mead University Professor
New School for Social Research

Behold, we have entered another era of educational reform. It is a curious one, quite different from what we have seen before, and surely very strikingly different from the last two. I want to say just a little about those two past periods of reform--one in the early and mid-1960s, the other at the beginning of the 1970s--but only enough to put the present "wave" into perspective, for my real aim is to propose something about what might be done in the immediate future. All I need say for the moment about the present atmosphere of reform is that it is enormously political, that it is preoccupied with performance with no clear sense of the criteria by which performance may be judged, and that it is extrinsic with respect to the processes involved in young people learning about the world and about themselves. It deals with such administrative abstractions as accountability, the testing of teacher's substantive competence, the relation between federal and local responsibility, all of which are doubtless important, but none of which, alas, can be shown to map directly on what happens in a classroom or in the head of a student or of a teacher.

Recall the early 1960s. What triggered the reform movement of that period was Sputnik and The Gap--first a Missile Gap, then an alleged Technology Gap, and finally an Educational Gap. We needed science, mathematics, and engineering. And we got them into the schools--the <u>real</u> subjects. They were ends in themselves, and for the first time in our

national history, university scholars and school people worked together in the interest of mathematics, physics, chemistry, biology and, before we were done, even some social science flew in on the coattails of the macho of the "real" sciences. The result, and let us not forget it, was a package of school curricula that was the envy of school people from Tiblisi to Tanzania. I can only report ruefully that my little book, The Process of Education, on the shape of that reform was translated into a Russian best seller within eighteen months of its appearance here. Also let it be said in passing that, first, those curricula were in the main concerned with helping students think in a science, not getting them simply to learn about it; second, that they triggered an unprecedented wave of teacher training through summer institutes and the like; and third, that before they were snuffed out by the next reform movement, they were having an unacknowledged and phenomenal growth in effectiveness, limited principally at first to the top third of our schools.

But we are mercurial and one track about our reform movements. The next wave came as an overspill of the civil rights movement expressing a national sense of shame at our neglect of minorities, the poor, the underprivileged. Its instruments were, inevitably and justifiably, the politics of affirmative action in its myriad forms. By then we had come to recognize that school was not the solution to the educational problem but at the very center of the problem itself. In the heat of the struggle to produce a decent equity in our schools, we dismantled much of what had been created in the previous wave. I was bemused earlier this autumn to hear the official in charge of new educational efforts at the National Science

Foundation urge that we now go back and have a fresh start on some of those curricula in mathematics and science--even Ronald Reagan's favorite political football, Man: A Course of Study. But let it also be said that the second wave, in spite of current rhetoric to the contrary, scored stunning successes. Twenty years later, with the scores coming in, Headstart has made a difference in the lives of children who had its benefits, to take only one example. But it has also been associated, at least by those who see the relaxation of standards as its by-product, with an alarming decline in literacy and numeracy, with a critical debasement in the teaching of foreign language skills, and with a decline in American performance on standardized tests where we could compare present performance either with past performance or with performance in such places as Japan or Western Europe.

Now, in this past year, we have seen a half dozen books from commissions appointed by government and by foundations, reporting particularly on the American high school. It is not a happy scene, but the reports that have been issued should not be read with idiot's alarm nor should their recommendations be taken either lightly or whole hog in their particulars. For one thing, several of them underscore the fact that there are some straightforward things that can be done that can make a very big difference, even if they do not cost a mint. Sara Lawrence Lightfoot and Ernest Boyer, each in her or his own way, document what happens when, under strong leadership, schools are helped to recapture a sense of their function as teaching institutions. Each does it in a way appropriate to its cultural setting--whether it is a black high school

in Atlanta or a middle-class Chicago suburban pressure cooker. And Michael Rutter, in a report on inner-city secondary schools in London a few years ago, notes how predictions about academic performance based on socioeconomic indicators can be wiped out by schools that make it clear to themselves and to students that school is about learning and that learning matters in how you will live out your life. These are schools where the effort to teach and to reflect on what is being taught permeates the place. It should surprise no one that Rutter and his colleagues did not have to look with a lantern and a barrel for the schools that made up the control group. The important point is that the schools that made the effort, again thanks to leadership helping create a school-oriented culture, succeeded with their students in spite of the morbid socioeconomic signs.

Other agendas are encompassed within the movement for school reform. To begin with, we do not know as much as we should about what it is that engages students in school learning. School learning is a bizarre phenomenon, whether viewed from the perspective of an anthropologist looking at school as a manifestation of the general culture, or through the spectacles of a psychologist looking at so-called learning processes--and both are needed. But I think we do know some important facts, though they often get obscured by their details. Let me mention four of them, for they are at the heart of my focus. They may seem obvious, perhaps, but it is their consequences for education that is of interest, not their mere statement.

The first is that people, student aged or any age, do not easily or

happily engage in learning anything unless they have some notion of what they are learning it for. You can trick up lots of little reasons--passing examinations, getting jobs, even staying out of opprobrium--and some of them work some of the time or some of the students, even on some of the teachers. But they do not constitute the big story.

The second is that the best reward for learning is intrinsic--that what one has learned is worth reflecting on, worth making one's own, worthy of an investment of one's interest. That is how it is with human learning, and let it not be obscured by pecking pigeons or maze-running rats driven by hunger.

The third is that learning, like any other human activity, requires a support system--a subculture or microcosm in which others are sharing in the activity and making it a part of communal life.

The fourth is less obvious, perhaps, but it is overlooked at our peril. There are two ways in which human minds organize knowledge. One is in the paradigmatic mode of mathematics and science and it is governed by principles of categorization, logic, implication, and causality. The other is through stories, accounts of human intentions and their trials and outcomes and thwartings. It is of the human world, and its media are history, literature, drama, and the myriad ways in which we depict human plights. Each domain of mind is, for its full realization, demanding of human thought and reflection. In practice, the two live together, though we already know that each is conducted in a different language. There is a story involved in why one is pursuing quantum theory. And there are implicit theories that lie buried in any Woody Allen film.

All of these matters are far removed from such issues as federal-state expenditure balances in educational financing, measures of accountability, merit pay, and the rest. Not, as I have said, that these are not important. Rather, if you are to determine how these macro measures affect teaching and learning in schools, you had better know more than we now do about how schools work--particularly how those four basic matters are going: a) what students think their school learning is for, b) in what ways is their reflection being recruited, c) what sort of support system is being created, and d) in what ways and how well is their knowledge being organized.

Each one of these questions opens a complex set of researchable issues. There is no one speciality that can attack any one of them alone. They need the efforts of substantive scholars, psychologists, anthropologists, linguists, working in concert with teachers and principals and writers and film makers. It seems to me, after twenty-five years of meddling on the educational scene, that we will never sort out our school problems until we learn to understand them with this broader perspective. We need a Center for Research on School Learning to create just such a perspective. It is not divisible into parts. Thanks to new government financing, we have centers concerned with reading, with the technology of education, with mathematics, and with science education. This situation C. K. Ogden's old story about the man who wanted to know about Chinese metaphysics and looked up both China and metaphysics in the Encyclopedia Britannica. What we are lacking, it seems to me, is a central think tank/research center whose object is to gain perspective on education as a

process. Moreover, it will not do to study one part of the problem in rural Tennessee, another part in South Bend, and yet another in Flatbush. These are issues that are situated in a place with that form of political reality called a school system existing in its own sea of troubles.

Given the demands for a collaboration of a wide spectrum of talents (even if only part time or one shot), and given the requirement of seeing the issues in a situated context, it seems to me that the obvious place for such a Center for Research on School Learning is in the City of New York. It would be nice if there were others elsewhere as well. Never mind: if we succeed, there will be

One is tempted now to reach into a briefcase and pull out a blueprint labeled How To Do It. But that would be foolhardy. For the first part of the enterprise is figuring out how to take the first steps in the direction I have proposed. I do, in fact, have an initial suggestion. This city has a great university of its own. It is in a unique position to take the lead--perhaps in the initial form of setting up a commission to explore how to do it, aided by a grant from one or several of the great foundations that operate from this city, and calling upon as needed the resources of the other universities of the city and upon the city's own educational system as well. I even have a prediction to make about the first move such a commission will take: it will almost certainly initiate a series of observational "studies" with the object of finding out what in fact goes on in our various schools when students

are involved in learning and teachers in teaching. I hope some of the observers will be writers and novelists and historians as well as psychologists and anthropologists and educators.

UNIVERSITY/URBAN SCHOOLS NATIONAL TASK FOR[illegible]

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REFORM AND PARTNERSHIP IN EDUCATION

Albert Shanker
President
American Federation of Teachers

Last summer the American Federation of Teachers (AFT) met in Los Angeles, during an early period of development in the movement for educational reform. We knew that during the remainder of 1983, it would be very important for our leadership throughout the country to have an opportunity to develop more specific positions on the issues which we considered then. When we talked about these issues, we adopted an important policy resolution on behalf of our organization. In many areas, however, we recognized the need to continue the discussion and to keep open the process of consideration.

It may well be that when we come out of the last of four regional education reform conferences that AFT mounted during 1983-84, we still will not have final policy positions on some issues. But the purpose is to bring the process along and bring us closer to the point of having specific positions in these areas. These meetings are very much like the collective bargaining meetings we had when the concept was very new for teachers and public employees. Many of us talked in those days about the idea of collective bargaining, and over the years, we had many sessions to help learn the best ways of working at the bargaining table. These are things that are very much part of us right now. Fifteen or twenty years ago, we were looking through textbooks or asking other unions how they did it because we did not have that experience.

In a way, teachers are in a new type of bargaining today, negotiating not strictly over questions of salary and bargainable issues, but on a whole series of educational questions. AFT has encouraged a year of regional and local conferences so that our 600,000 members can become more acquainted with the issues.

Many members were surprised that when proposals came out from commissions, governors, and legislators this year, we did not pull out our old position papers on merit pay, longer school days, a longer school year, raising minimum salaries or providing higher pay for teachers in areas of shortage. The reason that we did not just dust off the old arguments and the old flyers is that things have changed. There is no greater mistake than not recognizing that the game we are playing now is a totally different one. We cannot keep playing by the old rules because the game itself has changed.

The first of these major changes is the threat that tuition tax credits presents to public education. Tuition tax credits are not a thing of the future; they are here. It is no longer a question of whether they will come. We are operating in an entirely different world.

Historians will tell you that the Second World War did not really start in September, 1939. You can take a date earlier, when France, Britain, the United States or some other nation made a certain mistake. These nations did something--they responded or did not respond in a certain way--and once that response was made, it determined what was going to happen in the future. The day the auto industry went down is not the day Chrysler threw up its arms and said, "Unless the Congress gives us loan guarantees, it's

all over." The way Chrysler went down was probably ten years before that. Many of our members relied on the Supreme Court to declare tuition tax credits unconstitutional. There is no doubt that had there not been an appointment to the Supreme Court by Ronald Reagan, the decision would have gone the other way. But the Supreme Court has now opened the door. So far, it is only open a little bit, but because of the case in Minnesota, the door was thrown open wider.

Minnesota had legislation stating that every taxpayer could deduct up to $700 in educational expenses for each child enrolled in any school, public or private. Of course, including public schools puts a good face on it. But in fact, a child going to a private or parochial school will inevitably have $700 worth of expenses, while a child going to a public school--where the school may not charge tuition--will only be able to deduct for a couple of pencils, a notebook, a gymsuit, maybe a pair of sneakers. So, one parent gets a $700 deduction per child and another one may get $30 or $35. Furthermore, if that $700 were changed to $1,700, the private school child would get $1,700, and the public school child still gets $35. So it is a unique way of opening the door to pay, ultimately, for the full cost, in some cases, of private education and to throw a few dollars to the parents of the child in public school. Then the court can close its eyes and say, "This is not 'aid' to private schools, it's not 'aid' to religious schools. This is to help the children. This is to help families meet their educational expenses."

The polls also show us something else. For the first time public opinion surveys in this country indicate there is a developing plurality

in favor of vouchers and tuition tax credits. A specific poll of top business executives in this country shows this group to be in favor of vouchers and tuition tax credits--something they had not favored before. So we can no longer reassure ourselves about tax credits or vouchers with the old, "Oh, don't worry about it, it's not going to come, because the Supreme Court will knock it down." Well, the Court has not.

There was another poll taken in conjunction with the National Institute of Education. This poll asked parents, "If you were given (a) $125, (b) $250, or (c) $500 to help pay tuition and other costs of your child's education in a non-public school, would you: (a) take advantage of it, (b) very likely take advantage of it, (c) probably not take advantage of it, or (d) absolutely would not take advantage of it?" Even at the low level of a $125 tax credit, the population of private schools, which is now one out of every ten students in elementary and secondary schools, would more than double. It would go from 10 percent of the students in this country to about 22 percent of the students, with $125. With a $500 tax credit, it would go from 10 percent to over 34 percent, a very substantial increase.

If you break down these figures by ethnic group, you will find something of very great interest. Forty-four percent of all the Hispanic parents and 36 percent of black parents in this sample said that if given a tuition tax credit, they would take their child from public school and put the child in a private school. The group most loyal to the public schools are generally white upper-middle class people living in fairly affluent suburbs where the public schools resemble private schools. They

are people who are very steady. The reason is obvious: why pay anything if what you would create in a private school is exactly what you have in the community at the public school?

These polls indicate more than the expression of blacks and Hispanics, and these polls should not be surprising. I think back to my own experience. My parents were immigrants and worked at rather hard, menial, low-paying jobs when they came here. We lived in a slum and my parents looked at education and public schools as the way of rescuing their children from a life which they considered to be close to slavery. Every day they pushed: What are you doing in school? Are you doing your homework? You aren't going to grow up and live in a place like this! You aren't going to live this sort of life. Parents living in poverty feel that education is the only way to pull their children out of that type of life cycle. Whereas middle-class parents are likely to feel, "Well, even if my kid doesn't learn very much, he's never going to end up in that impoverished situation. So he'll be a little better off, or a little worse off." The commitment to use education as a means of mobility is much greater when you are really down and out because that is one of the few ways up.

These poll results tell us more than what is on the minds of blacks and Hispanics in the United States. They tell us that groups like the NAACP and the Urban League, which have been with AFT--strongly with us--in opposition to tuition tax credits, may, in the next few years, face very great internal pressures from their constituents to change their position. On some of these midnight talk shows, such as the Larry King show, almost

invariably a black mother will call and say, "I'm committed to public schools and I hated to do this, but we had a very bright child: he did his homework and he always anwered the questions right. But there was a bunch of kids sitting right next to him in school who, if you answered the questions and did your homework and cooperated with the teachers, would beat you up. My son was beaten up several times. We want him to go to college, we want him to go on, and so we took him out and went to work. I worked two jobs...." She described the sacrifices that they were making to save this child. How long will civil rights' organizations be able to withstand pressures in their own communities? Parents will say, "Sure we're philosophically committed to public education, but right now there is no other way that I can save my child. I can't let my child go on his own to this school down the block. This school is loaded with violence and gangs and the teachers can't keep control. I'm going to save my child and put him into a school where he can learn."

That pressure is there. We must accept that as a danger to face in our legislatures, our local districts, and in the United States Congress. In a number of states, I am sure that the legislative sessions will open with tuition credits and vouchers, and, of course, it is being pressed in the Congress. We most likely can win. But, a key reason we will win is that there is such a huge budget deficit.

At the same time that we face this danger, something very positive has happened for education. Education is now on the national agenda. It is at the top in all the polls, and it is number one, two, or three in a period when fewer people have their own kids in public school than at any time in

recent years. It is on the hit parade not because the customers or direct users of education are devoted to learning, but because of the general public's feeling that education has something to do with our ability to compete with other countries and with our economic well-being. We have business communities all across the country, on a national, local, and state basis, who recognize that education is one of three priorities if we are going to get this country moving again.

The first agenda item is rebuilding our industrial base. Second is taking care of the infrastructure; third is human development. In the state of California, the Business Round Table--a group representing the 82 largest corporations in California--pushed through a $2.7 billion two-year increase in education. This represents more than a 25 percent increase in the total operating budget in elementary and secondary education in the state. Just think of that! In New York State, the equivalent would be about a $2.8 or $3 billion increase over a two-year period.

The demands of the business community and the demands of governors and political leaders across the country essentially have a very simple formula: they are willing to come up with substantial increases in money to fund public education, provided that educators are willing to make substantial changes in the way we have been doing business up to now. They are saying, in effect, "We're not going to give you more money to do what you've been doing. We think you haven't been working. If you're willing to make major changes, we're willing to put up the money." What those major changes are differs state by state.

One of the very interesting things is that so far not one of these

business groups has come out in favor of tuition tax credits. One would think that with the general business attitudes reflected in polls, these groups would now be saying that the public sector has failed--that they agree with Ronald Reagan that test scores started going down as federal money started coming in. "Why not break up this system? Why not provide for vouchers and tuition tax credits?" But they have not done it. Even the National Commission on Excellence, appointed by the Secretary of Education--undoubtedly with consultation from the White House--did not come out in favor of tax credits or vouchers. I would say that when a group appointed by the administration does not endorse the major educational initiative of the administration, it is fair to say that the National Commission on Excellence has repudiated the proposal. There was pressure inside to go for the President's program. It is not as though they had not thought about it, or that it was not on the agenda. It was on the agenda. It was very hotly fought and their failure to adopt it was actually a rejection.

At the same time that we have the pressure for tuition tax credits and vouchers, we have an extremely powerful force in the business and political community moving for financial support and change in education. Given that, I would say that if teachers' unions, school superintendents, and school boards do what the National Education Association (NEA) did--which is essentially to dust off the old arguments and say about merit pay, absolutely not; testing teachers, absolutely not; testing students, no; removing disruptive students, no--things are going to be the way they were before. We are going to do business as usual and create a view that we do not care what anyone else thinks or what anyone else wants. We are going to

continue talking in the same terms. Our schools are doing fine. You cannot measure things. Tests are inaccurate. If everyone in the education community took these positions, it would not take long for representatives of the business community, who are now planning and pressing for support of public education, to say that public schools are hopeless.

They will say that public schools are just tied up with bureaucrats and shackled with union contracts and union regulations, and that the only way to get a decent education in this country is to smash this whole power structure. The public will say that we do not care about the kids, that we are only interested in ourselves and our own comfort. They say why not break that up and give public schools a lot of competition? Let the private schools flourish and let us see what the public schools do if faced with this sort of competition. Tuition tax credits--by taking students and funding from public education--may be the way to destroy public education.

In light of this analysis, we have to take a look at various proposed changes. I frequently think back to about 20 years ago when a number of us started to demand collective bargaining. Many of our locals had been around since the end of the First World War. As we sought collective bargaining, most of our locals were rather small and were made up of people who had lots of agendas and ideas. The reason they joined the union was not that they wanted another salary increase, but that they wanted to change the world. They wanted to change it for the better, and they had all sorts of ideas, not only in education.

When we entered the era of collective bargaining, we knew that on a certain day all the teachers, not just the nice people in the union (and most were not in the union) were going to vote as to whether we would be the

collective bargaining agent. We had to ask ourselves one question at every executive board meeting--do we really want to win? Just as any smart political candidate would do, we--if we really want to win--may have to moderate and put aside (at least until election) a lot of things that we strongly believe in because they would not go over very well with the people who are about to vote for us.

We are in very much that situation now in terms of education. Do we really want to win in terms of the future of public education, in terms of tax credits, in terms of vouchers? The consequences are what I have suggested. We cannot afford just to take out the old arguments. We have to enter into a set of negotiations with the business community, with the public, with public figures... and say yes, we want all this official money. We need it. Public education needs it. In exchange for that we are willing to enter into a kind of negotiations--a dialogue to change things. And in discussions we are going to try to convince you that some of these things you want do not make very much sense. We are not going to give up our right to express our views, but we are going in with the view that if we cannot convince you, we will have to try another approach. It is like any other contract. Whenever I negotiate a contract and take it to the members, there are always people who stand up and say, "We don't like this, we don't like that, how come that's in there?" In a sense, I always say that I could have written a better contract myself, but they would not let me...there is always another side.

There are two sides in this discussion on educational policy. The NEA acts as if they can write the contract themselves and there is nobody else to consider. So let us focus the issue.

The biggest issue that is facing public education in this country is the fact that for the first time in our recent history--probably the first time in the history of American education--public schools will not be able to get a sufficient number of competent teachers unless salaries are more competitive. In the past, we had a lot of good people because there was the Great Depression in the 1930's, and we could pick and choose from all those people looking for secure employment. After the Second World War, there were people who were afraid there was going to be another depression. Then there was the draft, and people would rather fight in some school than in Vietnam or Korea. Then, of course, we had a huge supply of talented women who were shut out of most other fields. Nursing and teaching were the two most professional and best compensated areas for educated women. Now, of course, women are entering all other fields, and even if teacher salaries and conditions improve, you get a feeling that for the next number of years most women are not going into an occupation that is stereotyped as women's work. They are going to make it in all these other fields where women have been shut out before. So who will we have, except for the talented middle who have the "calling" and are going to make the "sacrifice" no matter what the conditions? There are not many of those people.

The overwhelming number of people who are now preparing to come into teaching are at the very bottom of all those now going to college. In earlier periods, they were people who probably could not have gotten into college and probably would not have graduated. So the great news is that all teachers who are now teaching are among the best and the brightest to teach for a long time. The reports essentially say, "Be kind to the teachers you have now, worse could be coming!"

What program have we been proposing to attract and retain teachers? First, we have for a long time taken the position that teachers ought to be tested in their subject field. We know that testing well in mathematics, English, or social studies does not mean that you are going to be a great teacher or even a good teacher. You might be incompetent as a teacher even though you can pass a subject adequacy test. However, we know that if you flunk the mathematics, or social studies, or English test, you will be an incompetent teacher no matter how lovely your personality, how much you love children, or how much you want to be in this field. That is a position which we have taken, and it is the single thing that we can do to indicate to the public--and to each other--that we mean business in terms of upgrading the school system.

I am not talking about the kind of test that Florida gives. Florida gives a test to prospective elementary school teachers where the passing score is sixth-grade level arithmetic. And 13-20 percent of the prospective teachers fail that test. Sixth grade arithmetic! The very least we ought to ask is that teachers be several grades ahead of the students that they are supposed to teach. A modest proposal. After all, sometimes a kid might not understand the only way that you explain it. You might have to try it a second way, a third way, a fourth, and a fifth way. If you are not able to explain it four or five different ways, then the only alternative is to move over to a school system where the teachers and the children are learning a subject together. If we are going to avoid that, we should have tests.

We should have more competitive salaries, starting in the area of

eighteen to twenty thousand dollars for a beginning teacher, because that is what a C+ liberal arts graduate can expect to get as a trainee in private industry. I am not talking about pre-med students; I am talking about liberal arts graduates who graduated in the mid-grade level. If school boards cannot select from or compete for the average college graduate, we are not going to get anywhere.

Along with this test, and along with that salary, we ought to enact in every state in the country a provision which puts teaching on par with other occupations. When you have a shortage of doctors, you do not decide that anybody who has taken two years of biology can practice medicine as a substitute emergency doctor. You cannot practice as a lawyer if there is a shortage of lawyers. One of the things that we must do in this area of reform is to make it impossible to practice teaching, just as it is illegal to practice any other profession, unless you meet the minimum standards of our profession.

There is another item that is needed to attract and retain teachers, and it is just as important as the other elements I mentioned. You are not going to get a person who loves Dickens, Shakespeare, or mathematics to come into a class and spend a large percentage of his or her time--perhaps 50 to 60 percent--taking care of a disturbed child who is always acting out, a child who is very disruptive and constantly violent. If we cannot solve the problem of placing disruptive students in special facilities for their own good and for everybody else's good, if we prevent the entire class from learning, then we are lost in public education. If you took a poll of parents who pulled their children out of public school and put them into

private school (not parochial or religious curricula), you would find that the overwhelming majority of those children were pulled out not because parents thought that the public school curriculum was bad, not because they thought that the teacher was no good, but because their child came home and said, "I'm not learning anything because this kid yells, screams, jumps...." There is no learning atmosphere. If we cannot take the one or two children with a special disorder out of the regular classroom environment, the other twenty-eight children's parents are going to say, "We're going to get out." The public schools will be left with the handful of kids that no private school would take or keep for very long.

The next thing that you need is a kind of map between what the teacher is supposed to do, thinks he or she is supposed to do, and actually does. You are not going to get a math teacher in a high school if that math teacher has to face three, four, or five major crises a day, or children who are still on third or fourth grade arithmetic. A person who becomes a math teacher makes a sacrifice to take that job and in his or her mind says, "I want to do algebra, geometry, maybe a beginning calculus course with some of the better students. I think this is important. I learned, I loved my teachers, I saw an entire world and this is what I want to share with students."

There is one more item here that we think is critical. We are not going to get talented teachers as long as schools are using an antiquated management system. I am talking about an authority structure which rarely exists in any successful industry. It comes out of the old days when teachers were just high school graduates, when teachers went to something

called a normal school for one or two years after high school. The principal was the only one who had gone to college. The principal was the educated professional, and the teachers were hired hands just slightly ahead of the high school kids. It was accepted. After all, the principal was the professional, and teachers really were not.

Today most teachers have master's degrees and can run rings around their principals, unless the principals happen to be in their fields. Many principals today moved up to their jobs because they were the coaches of unsuccessful teams. I do not think that the coach of a team has any right to walk into my classroom and teach mathematics any more than I would have a right, if I became a principal, to become a coach or to run the athletics program. I am not being snobbish here about physical education versus mathematics. I am discussing professionalism: whether a teacher is respected for the expertise that person has in his or her own field.

A clear example of this antiquated, factory-type authority is taking place, today, in the New York City high schools. The principal will evaluate a teacher and say, "You are the finest math teacher we have ever had in this school. But I've graded you 'unsatisfactory' because you failed to have a step-by-step lesson plan made up in accordance with our new management system. You were great, the kids are learning, you're doing a great job teaching, but you haven't handed in the paperwork in the way that I want you to hand it in."

Given these conditions, the old boss-worker factory-style management system turns talented teachers and potentially talented teachers away. We have to examine the way we run our schools, and find a more adaptable

means of managing them.

In many of our states, that opportunity currently exists. A great deal of attention was focused on education as a result of the many national reports that started coming out this summer on the state of public schooling. We have had fads in education before. But this time the emphasis grew out of an economic realization that the nation was suffering, that the nation was at risk, because we failed in the quality preparation of people as our greatest national resource. Politicians, business leaders, and community groups have recognized the economic importance of education. Now we simply need to ally with these groups, work together and trust the knowledge, expertise, and expectations of all of the participants. Coalitions based on forceful teacher unions and the most inclusive partnerships will take best advantage of the movement for educational reform.

MANDATING EXCELLENCE AND REWARDING INITIATIVE IN TEACHING

Pat Tornillo
President
Florida Education Association/United

During the past year, improvement of our public educational system has become a national priority. The report of the President's National Commission on Excellence in Education, "A Nation at Risk," set the tone for the long overdue upgrading of our nation's schools.

Unfortunately, the single issue of merit pay for teachers has dominated the educational agenda with insufficient attention given to other more significant concerns of attracting and keeping the best teachers, providing a positive learning environment, and encouraging all students to attain their fullest potential. Merit pay is a simplistic approach that in and of itself does little or nothing to improve our schools. It is obvious, however, that the public, as well as the Legislature, is concerned that additional pay for meritorious work is a threshold issue in the development of any education reform package.

The most recent attempts by the legislatively-established Florida Quality Instruction Incentives Council, where a majority of non-educators are about to make educational decisions that will affect young people for generations to come, leave us no choice but to develop a comprehensive educational plan, not from an "ivory tower" or corporate boardroom perspective, but from the classroom by those who daily face the challenge of educating our citizens of tomorrow.

This comprehensive plan, "Mandating Excellence and Rewarding Initiative in Teaching," provides the blueprint for making our educational system the finest in the nation.

Over the years, teachers have been saddled with one innovation after another, only to find that the programs usually were underfunded, not funded at all, or replaced by newer programs before it could be determined if the older ones were successful. Florida Education Association/United's (FEA) comprehensive plan, "Mandating Excellence and Rewarding Initiative in Teaching," seeks to secure a single overarching goal to increase student achievement. To attain this goal, three objectives must be reached:

1. Accomplish the State Board education goal to reach the upper quartile by 1985 in salaries and educational achievement.
2. Identify and sustain exemplary school programs.
3. Attract and retain the best teachers.

Specific programs and costs are outlined below. We have urged the Florida Legislature to enact the plan at its 1984 session. Although not all the provisions may be implemented in 1984, we believe that complete implementation can be achieved within three years, at which time Florida would be well on its way to becoming the Number One educational state in the nation. We caution that our support is contingent first on the achievement of the upper quartile salary goal, and second, on funding of a comprehensive program designed to meet the real needs of education. It should be noted that the special bi-partisan panel named by Congress to consider merit pay for teachers recently concluded that without substantial

increases in basic pay for teachers, rewarding only a few with merit pay "will have little impact."

Each of these specific endeavors has been elaborated in the following material:

OBJECTIVE 1 - Accomplish the State Board of Education Goal to Reach the Upper Quartile by 1985 in Salaries and Educational Achievement

With great fanfare during February, 1980, the State Board of Education first adopted its upper quartile goal for the 1981-83 budget:

> In order to maintain and recruit quality teachers in our public schools in Florida, teachers' salaries on a statewide basis shall rank in the upper 25th percentile or among the top 12 states in the nation.

In 1981, the State Board of Education delayed full implementation of the salary goal so that the upper quartile would be reached by 1985, and it also set policy on student performance, when it said:

> On a statewide average, educational achievement in the State of Florida will equal that of the upper quartile of states within five years, as indicated by commonly accepted criteria of attainment.

Since the adoption of the upper quartile goals, student achievement, based upon a variety of indicators, has been steadily rising.

During the same time, salaries, unfortunately, have not enjoyed the same gain made by student achievement. In fact, Florida has actually lost ground in comparison to other states in average teacher salaries. The latest breakdown of Florida's 476 National Merit Scholarship students shows that only five are considering teaching as a career. The overwhelming reason given by the state's top students for bypassing teaching as a profession is long hours and low pay.

Consequently, the first order of business must be to fund the money necessary to reach the upper quartile salary goal by 1985, as set by the State Board of Education. Salaries of Florida teachers are $3,400 below the average teacher salary of the 12th ranked state. Three hundred and six million, plus an additional $55 million in social security and retirement matching, will be needed for the state's 90,000 teachers to reach the upper quartile salary level.

OBJECTIVE 2 - Identify and Sustain Exemplary School Programs

In order to recognize outstanding school programs, it is necessary for the state to provide funds to the school districts for:

a. recognizing schools which develop and implement programs that promote academic excellence and improved student performance; and

b. rewarding school employees who participate in and contribute to such programs; and

c. expanding programs that have already been identified as exemplary school activities.

Programs designed to recognize exemplary programs in schools should take into consideration the special characteristics, purposes, and variables affecting such schools.

The following program should be funded to implement the goal and objective outlined above:

. Expand PREP to K-6	$60 million
. Enhance Math/Science/Computer Skills	$20 million
. Increase number of teacher aides	$40 million

- Initiate pilot programs to improve alternative education — $20 million
- Provide new exemplary programs to encourage school level excellence — $35 million
- Provide salary increases to classified school personnel, plus social security and retirement matching — $118 million

We acknowledge that upgrading the physical plant, air conditioning, and other similar features are necessary to establish a positive learning environment; however, they must be dealt with separately.

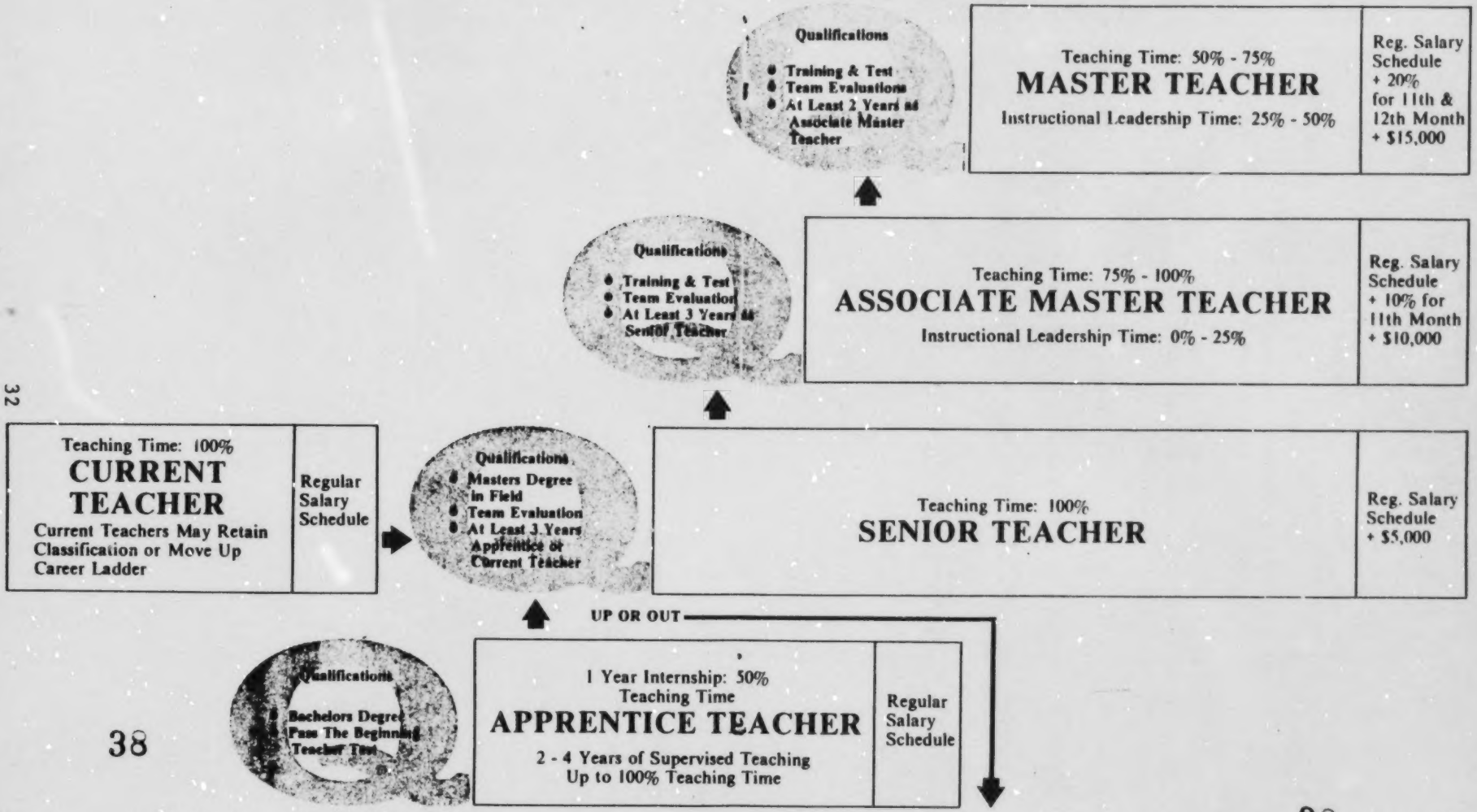
OBJECTIVE 3 - Attract and Retain the Best Teachers

Career Teacher Program

FEA/United recommends the establishment of the Career Teacher Program to provide for professional growth and development. The Career Teacher Program contains four levels of teaching and classification: Apprentice Teacher, Senior Teacher, Associate Master Teacher, and Master Teacher. Movement on the Career Ladder from one level to another is dependent upon successful performance in the current level, additional training as part of the planned program, and favorable recommendations by a team of evaluators. Under the Career Teacher Program, employees will continue to be paid under salary schedules negotiated in collective bargaining contracts. Additional compensation for movement on the Career Ladder would be funded by the state to school districts.

There will be no limit set on the number of teachers in each classification of the Career Ladder. If a teacher meets the qualifications, then he or she will advance. An appeal process will need to be

CAREER TEACHER PROGRAM


Qualifications
Training & Test
Team Evaluations
At Least 2 Years as Associate Master Teacher
Teaching Time: 50% - 75%
MASTER TEACHER
Instructional Leadership Time: 25% - 50%
Reg. Salary Schedule + 20% for 11th & 12th Month + $15,000
Qualifications
Training & Test
Team Evaluation
At Least 3 Years as Senior Teacher
Teaching Time: 75% - 100%
ASSOCIATE MASTER TEACHER
Instructional Leadership Time: 0% - 25%
Reg. Salary Schedule + 10% for 11th Month + $10,000
Teaching Time: 100%
CURRENT TEACHER
Current Teachers May Retain Classification or Move Up Career Ladder
Regular Salary Schedule
Qualifications
Masters Degree in Field
Team Evaluation
At Least 3 Years Apprentice or Current Teacher
Teaching Time: 100%
SENIOR TEACHER
Reg. Salary Schedule + $5,000
UP OR OUT
Qualifications
Bachelors Degree
Pass The Beginning Teacher Test
1 Year Internship: 50% Teaching Time
APPRENTICE TEACHER
2 - 4 Years of Supervised Teaching
Up to 100% Teaching Time
Regular Salary Schedule

32

38

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established for those instances where an individual feels that he or she was unfairly denied advancement on the Career Ladder.

An integral part of the Career Teacher Program is the expansion of the Beginning Teacher Program to include a one-year internship. This will be followed by a period of two-to-four additional years of supervision and assistance. At the end of the fifth year, teachers will be required to meet the qualifications of Senior Teacher, or they will not be permitted to continue teaching. One of the requirements of achieving Senior Teacher status will be a Master's degree in field. With the establishment of this requirement, the "Master's in Field" will have to be revamped in most universities to make the degree relevant.

Teachers should be reimbursed tuition as an additional incentive to continue training in their field of teaching. There must be close cooperation with higher education in order to provide programs in locations convenient to teachers to attain Master's degree work and training needed for the Career Ladder.

A cooperative management-union training program will be developed and implemented to ensure that administrators are trained to evaluate personnel consistently, fairly, and objectively. The Team evaluation for advancement on the Career Ladder shall be performed by personnel outside the teacher's school. The Team may consist of other school administrators, specialists in the field, university

personnel, etc., but it cannot include the building principal or peers. Training programs for potential Team Evaluators must be initiated in ample time to provide sufficient personnel to conduct evaluations needed for experienced teachers seeking to move to senior teaching level during the first year of Career Ladder implementation.

Current teachers will be designated "Teacher" and paid according to their placement on the regular salary schedule. "Teachers" will have the right to retain their classification or to move along the Career Ladder to Senior Teacher, Associate Master Teacher, or Master Teacher. Those choosing to advance must meet the established qualifications for each classification.

Level I - Apprentice Teacher

Qualifications: 1) Have achieved minimum of Bachelor's Degree in an accredited school of higher learning; and 2) Successfully completed the Beginning Teacher Test.

Compensation: Apprentice Teachers will be paid on the regular teachers' salary schedule commensurate with educational attainment and prior experience.

Duties: The Beginning Teacher Program will be expanded to broaden experiences so that new teachers will be given maximum opportunity to develop to their fullest potential. Time will be allocated for observation of other teachers and assistance will be provided by Associate Master and Master Teachers.

The first year will be a full year of internship where the Apprentice Teacher teaches more than 50% of the time. The remaining years of

apprentice teaching will include supervision and assistance.

By the end of the fifth year, an Apprentice Teacher must meet the qualifications of a Senior Teacher, or will no longer be permitted to teach. Normally, Apprentice Teachers will advance to Senior Teacher after the fifth year, but may apply after the third year.

This "Up and Out" provision is a major feature of the Career Teacher Program. Those teachers who meet the rigorous standards of becoming a Senior Teacher will be recognized as outstanding teachers.

Level II - Senior Teacher

Qualifications: 1) Successful completion of at least three years as an Apprentice Teacher and favorable recommendation by a panel of evaluators; and 2) Completion of a Master's degree in the field in which the teacher teaches.

Compensation: As compensation for meeting the high standards of the level, an amount of $5,000 in addition to their regular salary, will be awarded to Senior Teachers.

Duties: Teachers achieving the classification of Senior Teacher will be recognized as outstanding teachers. Senior Teachers will be employed on a ten-month contract and will be assigned teaching responsibilities 100% of the time.

Level III - Associate Master Teacher

Qualifications: 1) Successful completion of at least three years as a Senior Teacher; 2) Completion of additional training as part of a planned program and testing on the training; and 3) Favorable recommendation by a panel of evaluators.

Compensation: Associate Master Teachers will be compensated with $5,000 above the Senior Teacher level, in addition to the regular salary schedule, and also receive an extra 10% of regular salary for the eleventh month of employment.

Duties: Associate Master Teachers will continue to devote most of their time (from 75% - 100%) to teaching, but will be utilized in the development of curriculum and other instructional leadership responsibilities.

Level IV - Master Teacher

Qualifications: 1) Successful completion of at least two years as an Associate Master Teacher; 2) Completion of additional training as part of a planned program and testing on the training; and 3) Favorable recommendation by a panel of evaluators.

Compensation: Master Teachers will receive $5,000 above the Associate Master level in addition to the regular salary schedule. The Master Teacher will also be compensated 20% above the regular salary for twelve-month employment.

Duties: The Master Teacher is the highest level of attainment in terms of salary and distinction in the Career Teacher Program. The Master Teacher will spend up to one-half his or her time in various instructional leadership roles such as supervising new teachers, developing curriculum, reviewing textbooks, and other teaching materials, etc. This will still permit the Master Teacher to teach at least 50% of the time.

Costs for the Career Teacher Program

- Training for Principals to Evaluate Personnel - A joint program in cooperation with the union. $10 million
- Tuition Reimbursement - To encourage teachers to get Master's Degrees in field and thus get up-to-date training in their teaching areas. $4 million
- Outstanding Student Scholarship Plan - Payment of full cost of college education for outstanding students to enter teaching. Costs will be repaid on a one-for-one basis with years of teaching in the public schools. $30 million
- Retirement Incentives - To encourage early retirement to make way for newer teachers. These incentives include: early retirement after 25 years and 50 years of age; retirement on the best three year's average salary rather than best five years; a medical insurance program to fill the gap between early retirement and Medicare. $65 million
- Apprentice Teacher - A year's internship; provide for regular instruction during internship and apprentice teaching, while these teachers carry a reduced load. $10 million
- Senior Teacher - $5,000 plus social security and retirement matching for approximately 45,000 people. $265.5 million
- Associate Master Teacher - $5,000, social security and retirement matching, and funding for the eleventh month, for 15,000 people. $212.4 million
- Master Teacher - $5,000, social security and retirement, and funding for the eleventh and twelfth months, for 5,000 people. $118 million

"Mandating Excellence and Rewarding Initiative in Teaching" is a comprehensive approach designed to meet the needs of education in Florida and will provide the framework in which to establish our public school system as the finest in the nation. FEA/United's support, however, is contingent upon the enactment of an overall reform program, including money for upper quartile goals. Anything else will be simply a piecemeal approach doomed to failure.

The National Commission on Excellence in Education concluded, "If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war....We have, in effect, been committing an act of unthinkable, unilateral educational disarmament." In light of that statement, FEA/United's "Mandating Excellence and Rewarding Initiative in Teaching" should be viewed as a battle plan to regain our past commitment to education and win the war over ignorance.

The Career Teacher Program, coupled with achieving the upper quartile goals and development of the Outstanding Student Scholarship Plan, will provide the vehicle for turning around the 30-year drift away from attracting the "brightest and the best" into the ranks of teaching. It will provide the incentive for talented young people to receive a college education with the end result of getting the best minds into the classrooms.

As this overall plan is developed more fully, it will be necessary to deal with many related issues, such as certification requirements. We urge that a complete review of the teacher certification law, in the light of this proposal, be undertaken prior to the legislative sunset in 1985. Provisions must also be made to re-examine the traditional roles of administrative and quasi-administrative positions, where some responsibilities for instructional leadership may now shift to functions of teachers in the Career Teacher Program.

FEA/United prides itself for having been on the cutting edge of change throughout its 97-year history. "Mandating Excellence and Rewarding

Initiative in Teaching" puts us once again at the forefront of change. We believe that it will provide for professional growth, recognize and reward outstanding performance, and inspire excellence in our classrooms.

EDUCATION MEANS BUSINESS

Robert Graham
Governor
State of Florida

In 1961, John Kennedy set America's sights on the heavens by proclaiming the goal of putting a human being on the moon's surface and bringing that person back safely to earth. America achieved that goal. But this country achieved far more than putting Neil Armstrong on the moon: America experienced the bracing effect of setting a lofty goal, planning a strategy for reaching it, and working hard to achieve that goal.

In Florida, we have such a goal for our system of public education. By the year 1986, we intend to rank in America's upper quartile--in the top one-fourth of the states. Our goal of reaching the top 12 states can be measured by many yardsticks, but the measure we consider most important is student performance. We have a long way to go, but we are well on our way in this year of public education.

We began well before the National Commission on Excellence in Education, before the Carnegie Commission, before the other valuable studies of 1983. The Governor's Commission on Secondary Schools found our students measuring "far below expectations," and warned that "we have an awesome task ahead of us." Tomorrow's jobs will require greater technical fluency, more language and computer skills, and greater capacity to adapt to changing economic conditions than ever before.

Because we were not preparing our students for that future, we

identified the problem as a pervasive mediocrity: a lack of rigor in the demands we placed on our students, teachers, and schools--particularly in our secondary schools--and a corresponsing lack of performance. We developed a strategy consisting of three elements:

1. Attracting and retaining excellent teachers by providing a career ladder and paying the best teachers more for exceptional performance,
2. Raising statewide graduation requirements, and
3. Providing time in the school day to accommodate a tougher curriculum.

We formed a coalition between those already committed to the goals of improving our public schools and those who would most directly benefit from that improvement: forward-looking businesses.

Among the committed, fortunately, were Senate President Curtis Peterson, a remarkable political leader of exceptional skills, and Speaker of the House Lee Moffitt, an experienced veteran who knows the value of education. The President and the Speaker each brought a personal agenda for educational reforms to this year of education. We called our campaign to gain support for better schools, "Education Means Business."

Heading our "Education Means Business" committee was Dr. Joe Boyd, Chairman of the Harris Corporation of Melbourne, the world's largest maker of satellite ground stations and a major office-automation manufacturer. Serving with him were representatives of the Bendix Corporation, Honeywell Incorporated, Westinghouse Electric, Martin-Marietta, Knight-Rider Newspapers,

and other companies that make everything from mobile homes to museums.

The political message of this group was simple: education means business, both today and in the future, for Florida. Better schools mean better jobs, a better future, and a richer economy for all of us. The pay off is a better quality of life.

We also requested help from the teacher unions. I do not believe today is a time for the leaders of teachers' unions to adopt intransigent positions or assume a siege mentality. Now is a time for change. There are going to be changes--changes that will represent alterations in our educational system that will affect the way teachers do their jobs. The proper place for teachers and their professional associations in changing times is at the forefront, in a leadership role. Teachers ought to be involved in what is happening, not dragged kicking and screaming toward the inevitable. The degree to which the public understands that teachers are pathfinders of reform, not defenders of the unproductive past, is a measure of the public's receptivity to paying for better schools. I call attention here especially to the response of the Florida Educational Association/ United (FEA). By proposing imaginative new scholarship programs to forestall the coming teacher shortage, FEA has shown leadership for the future. By recognizing and actively participating in the consideration of teacher merit pay, FEA has demonstrated courage despite controversy in its own ranks. By supporting mandatory entry-level testing to ensure teacher competency, FEA has shown leadership that helps restore America's trust in the quality of its schools. By working cooperatively with governors who support reforms--even reforms teachers question--FEA has opened a dialogue of great benefit to students, parents, and ultimately to teachers.

The state's three-part strategy--to attract and retain excellent teachers, raise statewide graduation requirements, and provide time in the school day to accommodate a tougher curriculum--developed into a complex legislative package.

The Educational Reform Act of 1983 was in large measure the work product of Speaker Moffitt, who was a staunch supporter of merit pay for teachers.

1. The Reform Act included a master teacher plan, providing for supplements for qualified teachers.
2. It established loan-forgiveness programs to encourage bright college students to consider mathematics and science teaching as a career.
3. And it provided for enhanced funding for computer, mathematics, and science education programs.

The Raise Bill--to raise achievement in secondary education--was the brainchild of Senator Peterson.

1. The Raise Bill set demanding new standards for graduation from a Florida high school, including, for the class of 1987:
    - 4 years of English, with emphasis on composition and literature;
    - 3 years of mathematics;
    - 3 years of science, including two with laboratory components;

- A year each of world history, American history, American government, economics, performing arts, and vocational education.

2. Students graduating in the spring of 1984 must earn 20 credits. Those graduating the next year must earn 22, and those graduating in 1987 must earn 24.
3. Students will be selected for the Florida Academic Scholars Program if they exceed these standards by earning additional credits in foreign languages, mathematics, science, and the social sciences.

President Peterson also fought to extend the school day to seven periods, currently implemented for about one-third of our high school students. My office offered numerous specific initiatives and supported those of the President and the Speaker.

We have worked long and hard with both teachers' unions, the AFT and the NEA, to communicate that we were serious about merit pay. While they opposed the idea, eventually they acknowledged two realities:

1. Merit pay is a national movement that is central to educational reform;
2. and merit pay can be fairly administered if the teachers participate in formulating the merit-pay program.

FEA in particular has developed its own merit-pay plan, now under study by the 15-member Quality Instruction Incentives Council.

The master-teacher plan of Florida will be the nation's first in place. Our Merit-Pay Council is drafting the final form of the program. Chaired by Dr. B. Frank Brown, the same person who chaired the Governor's Commission on Secondary Schools, the Council has an $80 million appropriation for the 1984-85 school year. It is developing tests and application procedures for teachers who seek master-teacher status and the annual salary supplement that goes with it. Our goal is a system that creates a career ladder so that teachers understand that there is a viable economic future in the classroom.

If we are going to attract a new generation to teaching, we have to give them an expectation that they can earn a decent living. In Florida, computer programmers earn nearly twice as much the first year out of college as beginning teachers. And within our school systems, bus mechanics earn more than teachers with doctorates and 20 years experience. It is not easy to turn this around, but doing so is essential to the long-term health of our public schools.

The struggle over merit pay was not the biggest single political battlefield. The greatest effort went into the fight to obtain resources. I was recently asked what was the most controversial aspect of any education reform package. "Paying for it" was the answer. Even with support from the forward-looking "Education Means Business" group, the struggle was so tough that at one point the legislature passed a stand-pat, no-new-taxes budget for education, which I found necessary to veto. Ultimately, in a special session in mid-July, we passed a tax increase

on alcoholic beverages, real estate, and corporate profits to put resources behind our reforms. This represents a sum of approximately $200 per student per year, an increase of 7.8 percent.

Since school opened, we are seeing many hopeful signs. We are making progress in our goal of reaching the upper quartile--the top 12 states in America in educational performance. Teachers around the state are receiving substantial raises negotiated at the bargaining table, thereby raising the economic level of their profession. And signs of increased parent involvement are evident. In Leon High School and Godby High School, both in Tallahassee, there were record turnouts for the parent-teacher organization open house--on a night when the Miami Dolphins were playing the Los Angeles Raiders.

We in Florida now face a welcome challenge--the challenge to show results.

We must be aware, while encouraging educational reform, of the special changing nature of American culture: whatever is now at center stage will not be there tomorrow. This is particularly important for higher education, whose role in helping to make progress should not be overlooked. From the perspective of Florida and my years as a legislator and governor, I recommend a special focus on the following agenda:

1. Professors are also educators and must take part in all phases of educational reform;
2. People in higher education have a responsibility for the operation of accrediting agencies at all institutional levels. I would seek contact with the academy to insure that the accrediting process is geared toward excellence.

I would also appeal to university faculties to renew the spirit of land grant colleges in past years in order to join directly in a program to improve teaching in the schools. Professors can assist in developing better offerings in the area of inservice training. I believe this is of special relevance for math and science education. I will call on this state's colleges and universities to consider ways to accommodate mid-career changes among subject-competent individuals who want to enter the teaching profession. For example, we can promote a creative marriage between those retiring from military service who reside in Florida and the leading programs of teacher education in the state. Finally, academicians should surely have greater responsibility these days for the improvement of textbooks in the lower schools.

We have adopted or proposed many needed reforms. We have earmarked the funds to support them. History may label 1983 as the year of education, especially in Florida. We may be able to look back from the vantage point of history and see that 1983 was indeed the year when, all over Florida, student performance began to improve. When we know that every young mind is being stretched to the maximum and that every child is given the opportunity and the incentive to be everything he or she can be, then we can say that we have faced our responsibilities, and that, like John Kennedy, we have set a goal high enough that it is worthy of America.

NEW RELATIONSHIPS:
UNIVERSITY-SCHOOL COLLABORATION IN NEW YORK CITY

Anthony J. Alvarado
Chancellor
New York City Public Schools

We are now hearing a public outcry for the reform of our educational system. Report after report addresses the seriousness and the magnitude of the problems that plague our schools. Our students do not read, comprehend, or think nearly as well as they should. Students from other lands consistently out perform our students in math and science. Our own corporations and industries tell us that school graduates have neither the proper skills nor the proper attitudes to be productive employees. Fully 45% of our New York City youth do not even finish high school; the figure is shockingly higher for minority youth.

We must heed the public outcry, not because it is loud, but because we know it is justified. We must make sweeping and fundamental changes if we care about the future of our nation and our children. Either we pay now, or we will pay more later. A generation of poorly educated children will cost the public untold billions in lost productivity, unemployment benefits, health and welfare, and other real expenses of social and economic dependency, to say nothing of the costs of crime and vandalism, for which failing students or dropouts are disproportionately responsible.

If we are to make far-reaching and fundamental changes in the way we educate our children, we must have the commitment and direct participation of all segments of our society: business and industry, colleges and

universities, public and nonprofit organizations, government and neighborhood agencies. All must join with us in stemming the "tide of mediocrity" that afflicts our schools. This joining together must go beyond traditional forms of institutional collaboration. What is needed are initiatives that bring individuals from normally disparate groups into working relationships with one another.

The role of universities in this effort is critical. There is a history of productive collaboration between universities and schools, and we know that institutions of higher education will respond to the needs described in the national reports. We can expect, I am sure, a resurgence of the kind of educational research and technical assistance that has been so helpful in the past. Universities make valuable contributions when they do research on cognitive development, find new ways to improve instruction, or train teachers to implement the latest curriculum innovations. But these efforts tend to be pursued from the safe distance of the university campus. The current crisis demands a radically different kind of collaboration. We must establish an immediate and personal connection between higher education and elementary and secondary education.

In New York City, we have already launched several collaborative projects that depart from the usual forms of university involvement in schools. For the past nine years, for example, LaGuardia Community College has jointly operated Middle College High School, a public high school that integrates internship experiences in the work world with academic studies. The school has been especially successful in improving the motivation and performance of disaffected, underachieving students. This model will soon

be adapted and replicated in other settings to reach more students.

Local universities are also playing an important role in our effort to redesign high schools. Last year the Manhattan Center for Science and Mathematics replaced the old Benjamin Franklin High School, which had been closed down as an abject failure. Columbia University and Hunter College have been involved in organizational planning, program development, staff development, tutoring, and enrichment activities for students at Manhattan Center. In the next several years, about 25 of our high schools will undergo redesign. We expect local universities to be full participants in this process.

But universities must do even more. Individual members of the colleges must become part of the support system of our students because it is only with active participation of such individuals that we can achieve our goal of equity as well as excellence.

Every one of the recent reports on education concurs on the need to raise standards and expectations. They are all but silent, however, on the question of equity. But equity and excellence are inseparable. If equity is ignored, excellence is subverted. Public education must insist on excellence for all students, not just a few gifted students. It must create programs and supports that ensure that all students will meet the highest standards possible. To raise standards alone, without providing support for students who have problems will, at best, yield excellence for a very few talented students. But it will increase the disparity between this small elite and the much larger group of

potentially capable students who will not meet the higher standards without extra help.

Those of us in positions of responsibility must take the initiative and reach out to our children. All young people need enriched contact with the adult world, the workplace, cultural institutions, health, psychological, and social support services, and networks of concerned citizens. One key element of my Agenda for Achievment--the mentoring program--is designed to provide each of our students with this kind of support in a one-to-one connection with a concerned adult. I will describe this program at some length here because it exemplifies the person-to-person approach that will be a hallmark of my administration.

We are witnessing a revolution in the structure of families. One third of New York City families are headed by a single parent; a growing number of families have mother and father employed; and fewer and fewer extended families exist to provide additional levels of support. With the catastrophic withdrawal of governmental social programs, the waning role of voluntary organizations, and the growing adult pressures that are thrust upon youth at an increasingly earlier age, adolescents are finding it more and more difficult to cope successfully.

The situation in schools is no better, expecially in large urban high schools. These schools are so large, and we educators so specialized, that we divide the work in a way that also fragments the individual student. The message we give to students is: "If you want to learn English, you must find an English teacher. If you have a fight, you must go to the dean. If you want to go to college, you must see a guidance

counselor. If you are late, you must see the attendance coordinator. But, if you have a problem, if you just need to talk to an adult, if you want reassurance that you are not different, that you feel the way others feel, and want some stroking or recognition of yourself as a person, or some help to deal successfully with that kind of problem, there is no one to see. We don't do that in schools."

The result is that adolescents feel lost in school and society at the very time in their lives when they are desperately trying to understand and define their identity and relationship to the outside world. Many students who drop out do so because they feel that they are failures, and they think--or in some cases they know--that they have no one to turn to and no hope of becoming a success. Still other students remain in school but are absent so often that extraordinary efforts are required of teachers to keep them from failing; and if this is not the case, school rules require they receive failing grades for excessive absences. For many, if not all of these students, there is still time to change and time to learn, if only we can make a connection with them.

We know from research that almost all successful minority individuals have had either individual mentors or networks of individuals whom they could turn to for help and support in getting through difficult times. Even more important, a recent Yale University study of "negative prediction defiers" (people one might have expected to fail given their personal and socioeconomic background and their life experiences) found that these individuals had in common "significant others" or mentors who helped them during their years of growth and education. This group included successful

minority group adults who, like so many high school students, had great academic and personal potential, but risked not fulfilling this potential because of their background, personal problems, or their inexperience with the world around them.

This study clearly indicates the need to reach out to students to show them that someone cares. This is part of the reason we need to have smaller schools. But we also need to create, even within small schools, vehicles for caring and supporting. We must begin to mentor our students.

Typically a mentor is an older, more experienced person who takes an active interest in the life of a younger person, playing the combined role of coach, friend, tutor, guide, and advocate in a non-authority centered relationship. College students make up one special group of mentors who will work with a special group of students.

The College Mentors Program

Next year we will implement, in cooperation with the City University of New York, a mentoring program that matches high school students with successful college students of similar background. The high school students will be ninth and tenth graders who have academic potential, but who are already showing the signs of truancy, alienation, and school failure that often foreshadow dropping out before the legal age of 16. These students are afraid of failure, but are equally afraid of success, for success will thrust them into a world tney do not know. Some cover their fear with bravado; others withdraw into mediocre performance.

The college mentors will take part in a preparatory workshop before beginning to meet regularly with their students. It will cover topics, such as how to discover a teenager's interests and plan appropriate activities and how to help with school work without becoming an authority figure. Additional supervision will be provided as the mentors meet regularly with their students in locations on the college campus. Within this framework, the college mentors will play a critical role in shaping their mentor relationships.

Mentoring relationships often start with tutorial assistance. Although this is only the beginning of what we mean by mentoring, many high school students selected for this program will need help with their school work. Mentors can help "translate" a concept that seems inaccessible or suggest better ways to organize a homework assignment. These activities help the high school student, and at the same time provide a context within which the mentoring relationship can develop naturally.

The mentor also exposes the high school student to the outside world. Many of these students are surprisingly sheltered. Some have never left their home communities, afraid that they will be lost, both literally and figuratively, in a world they do not know. This isolation limits their horizons and thus their options. The mentor brings the outside world closer by bringing his or her experiences into the life of the students. More important, by holding regular tutoring meetings and by arranging other joint activities at the college, the mentor gives the student direct experience with the college setting, which may motivate the student to attend college.

In addition, the relationship with the mentor is valuable to the student in another way. Most high school students feel like numbers, known personally only to their families or close friends. The experience of being valued by another, more experienced, knowledgeable person can have a beneficial effect on the student's self-esteem.

Finally, the mentor is a role model for the student. Too often we provide students with role models from such different backgrounds or at such advanced levels that students cannot identify with them. But in this case, the college mentor and the high school student share similar backgrounds, and perhaps other life experiences, thereby making the high school student able to emulate the college mentor.

In this program, mentors gain as well. The mentors will receive either college credit or pay, but the real rewards will come from the experience itself. We know from research, students who take on helping roles, such as tutors and peer counselors, often gain as much as, or even more than, those they are helping. Frequently the greatest gain to the mentor is the enhanced self-esteem that comes from finding that his or her advice and experience can be helpful to a younger student.

Mentoring also provides the opportunity for college students to reach out to someone who is confronting the same problem the college mentor once faced. New York City college students have already expressed interest in becoming mentors. Some are motivated by their sense of isolation from their home community. They see a guiding relationship with a high school student as a way to keep a tie with their old neighborhood, to avoid losing contact with their roots.

In short, for all the real and tangible benefits of this program we can list, we often fail to mention the joy that comes from participating in the growth and development of another human being. If we are to radically change the way we educate and support our children, we must never lose sight of the powerful spiritual satisfaction that comes from helping.

If education is to reestablish itself as a primary force for bringing young people into society, we must deal with our students as whole people. We must demand, foster, and reward activities that support young people in this difficult period of growth and transition. Education cannot remain a closed system. We must open our doors and allow our students to connect with the outside world.

MAJOR ARTICULATION EFFORTS BETWEEN THE NEW YORK CITY SCHOOLS AND THE CITY UNIVERSITY OF NEW YORK

Leon M. Goldstein
President
Kingsborough Community College

Education has become a political issue in 1983. As a matter of record, the only occasions when education was off the front page in the last year occurred after the Korean airliner was shot down and following the invasion of Grenada. Perhaps the media focused on education because it gives priority to what appears to be "bad" news. But the report of the National Commission on Excellence in Education concentrated on educational shortcomings without, in my thinking, giving credit for the achievements that have been made by American education since the end of World War II.

In higher education, for example, only one in eight students of college age was enrolled in a college or university in 1946. By 1970, one in three was enrolled. A combination of the GI Bill and a growing consciousness of the need for financial aid and loan programs had finally broken the connection between family income and the ability to attend college. Furthermore, in 1946 only 40 of 100 students were graduated from high schools; in 1980, 75 of 100 were graduated and 45 of the graduates entered a college program. Education also ceased to be a method of legal discrimination during this period; minority college enrollment zoomed from 174,000 in 1960 to 522,000 in 1970, and to over one million in 1976.

Yet something was obviously wrong. While the numbers were better and the achievements significant, the 60's produced articles such as

"Why Johnny Can't Read," followed in the 70's by Silberman's "Crisis in the Classroom" and in the 80's by Ravitch's The Troubled Crusade. The City University of New York (CUNY) was confronted with students who had not been prepared to succeed at the college level when it opened its doors to every high school graduate in 1970. It took several years to work out a comprehensive program of remediation that enabled the student to make progress toward a degree while correcting academic deficiencies. Unfortunately, by the time this information and data were collected, New York City was in the midst of a fiscal crisis so severe that it was threatened with bankruptcy. Although exploratory discussions had been held between CUNY and the New York Board of Education, cooperative implementation of the findings based on open admissions data was thwarted because both systems had to fight for fiscal survival.

Nevertheless, through the lean years of the mid- and late 70s, collaboration remained an objective of CUNY and the New York Board of Education. Programs that were prudently managed survived. Modest gains were made in the programs and some measure of success was made by students. CUNY, unequivocally, has consistently subscribed to a philosophy that views education as a continuum, involving an equal partnership between colleges and public schools.

The Chronicle of Higher Education, August 31, 1983, reported on a meeting of college presidents called together to discuss the development of closer ties with public schools. The group stated that "universities must play an active role if we are to insure excellence in a full-access system of primary and secondary schools. As university educators, we have

a special concern for the centrality of academic objectives in the schools and for the importance of teaching as an activity." The news item went on to state that colleges can make "improvements in educational practice through collaboration of university faculties with the schools."

It should be noted that CUNY and the New York City Public Schools are doing just that by working on a broad-based program that would utilize the talents of both to promote and expand educational horizons. This program is predicated on the fact that more than half of the students who enter high school either fail to graduate or drift through the process without meaningful accomplishments, goals, or a sense of the future. Other students do not reach their full academic potential and graduate with high school averages between 64 and 80. To motivate both these groups, a model program has been developed to address the needs of students who have not developed optimum success in high school.

Working in close cooperation with Chancellor Murphy of CUNY and Chancellor Alvarado of the New York City Public Schools, Kingsborough Community College confidently expects to launch the model program during the 1984-85 academic year. Excellent working relationships have been developed with both Chancellors' offices, the Executive Director of the Division of High Schools, and high school superintendents for Brooklyn, as well as the principals of the schools that will be involved: Lafayette, Abraham Lincoln, Sheepshead Bay, and South Shore High Schools. This project has captured the imagination of the faculty and administration of the Kingsborough Community College.

The objectives of the Kingsborough/High School Consortium Program

will be:

1. To improve high school retention.
2. To expand students' horizons by offering higher education to those who may question their ability to do college work.
3. To provide students with the necessary basic skills by having them pass the High School Competency Examination and the CUNY Freshman Skills Assessment Tests.
4. To create an environment in which college specialists can work with their counterparts in the high schools to better improve students' basic skills.
5. To offer high school seniors an opportunity to do college level work.
6. To foster an understanding in selected Brooklyn high schools that Kingsborough is prepared to work cooperatively to help improve the quality of education at the high school level.

The program will have four components: remediation for senior high school students based on the results of the CUNY Freshman Skills Assessment Tests; college level courses as an incentive to seek collegiate experience; counseling to improve self-esteem, encourage high school retention, and enhance motivation for further education; and General Educational Development programs to attract recent and potential high school dropouts.

Everyone who has thus far been involved in this project has been excited about its potential and enthusiastic about the effect it can have

on the educational climate and outcomes in New York City. We are seeking planning money for 1983-84 and have proposed that the project be fully funded for 1984-85. The college is realistic in limiting its initial overtures to four high schools. When sufficient experience with this program is gained and success is assured, it can serve as a model of cooperation and will merit expansion and replicating in other places.

CUNY has a history of commitment to open admissions and an even older history of working with disadvantaged students. The college views this program then as a continuation of CUNY's role. Specifically, this project is designed for high school students who have often been ignored: potential dropouts and underachievers. As a community college, Kingsborough's mission is to work with average and below-average students--those who have been academically deprived. Furthermore, the entire college community views the preparation of high school students for the college experience as a part of its mission.

The idea for this program was introduced in summer, 1983, when Chancellor Alvarado and I met on two occasions. Excellent working relationships developed at these meetings, and significant agreement was reached on goals of the program. On August 31, 1983, a meeting at Kingsborough brought together the Executive Director of the Division of High Schools, two high school superintendents for Brooklyn, and a representative of the school Chancellor's office, with an administrative working group from the college which had been assembled for this project. At this meeting, further agreement was reached on the general outlines of the program.

On September 27, principals of the high schools that were selected for the program's pilot stage met with the planning group. On November 2, a working group met to outline curriculum strategies. Further meetings are envisioned, involving each of the pilot high schools serially, and including both collegiate and school faculties, as well as UFT representatives. Through this process of consultation, a testing program will be developed for administration in the 1982 spring semester to identify the students who will participate in the program as seniors during the academic year 1984-85. Also during the spring semester, appropriate groups will develop remedial and college-level syllabi for the program.

As a first step toward implementing the program, the college has organized seven committees involving 80 members of the faculty and administration. The consortium committees are:

- The Committee on Student Development and Career Goals
- The Committee on the Development of the GED Program
- The Committee on the Development of the Business Curriculum
- The Committee on the Development of the Humanities Curriculum
- The Committee on the Development of the Science-Health Curriculum
- The Committee on the Development of the Social and Behavioral Science Curriculum
- The Committee on the Development of Remedial Courses, which is divided into three specialized subcommittees: mathematics, reading, and writing

The planning stage, thus far, has afforded productive opportunities to share educational experiences with colleagues in the public school system. The administrative meetings that were held, to date, have been collegial in

tone, and representative of the partnership that must exist between secondary and postsecondary education if such a program is to succeed. In the next phase, we plan to bring together more people from the college and the four high schools to develop courses and specific programs of study.

Specifically, where can the Kingsborough/High School Consortium go? In addition to being a model that can be replicated elsewhere in CUNY, it can move into new areas. For example, a major thrust for the future might be the use of computer assisted instruction to serve special populations, such as the emotionally disturbed, the deaf and hearing impaired, the mentally retarded, the learning disabled, and the homebound student. The Governor of New York State, Mario Cuomo, has invited educators to implement such initiatives.

Kingsborough/High School Consortium is a program that offers great hope. Its success will contribute to the maintenance and improvement of performance in our public high schools. A special academic partnership of school and university will provide the underlying strength and vitality of this project.

REFLECTIONS ON HIGH SCHOOLS TODAY

Edward J. Meade, Jr.
Chief Program Officer, Education
Urban Poverty Program, Ford Foundation

I am pleased to have this opportunity to call attention to a program that the Ford Foundation has operated for the past two years, namely, the City High School Recognition Program.

The purpose of this program was to highlight accomplishments of urban public high schools, to acknowledge individual school initiatives, and to further public understanding and appreciation of the school's achievements. Put another way, we sought to identify, to document, and to recognize and reward general high schools in cities that were performing better and accomplishing more today than they had been in recent years.

We aimed this effort at individual schools, in part because it is at the level of the school where teaching and learning take place. We wanted to acknowledge and reward individual schools for their recent accomplishments in these areas and to encourage them to strengthen their instructional progress. We did not view this program as identifying outstanding schools, although some of these schools might be so considered, nor did we view this program as saying that all is well in urban schools. Instead, we aimed to find urban high schools that are better than some critics would have us believe and, more importantly, that are well on the road to becoming very good schools.

To carry out this effort, the Foundation selected a total of 64 cities in the United States, which included all cities with a population of over

300,000, and one-fourth of the cities in three population ranges: 250,000 to 300,000; 200,000 to 250,000; and 150,000 to 200,000. These cities were located in 34 states from all regions of the country. Of the 64 cities invited, school districts of 56 of them, in 32 states, agreed to participate in this program.

Within these cities, approximately 450 high schools met the criteria we established for eligibility, namely:

1. that the high school be a general or comprehensive school and not be a specialized school;
2. that the high school admit students without an entrance examination, interview, or achievement standard other than completion of 8th or 9th grade; and,
3. that the high school enrollment have at least 30% of its students from low-income families.

We chose these criteria deliberately so as to focus on the kind of schools that serve the vast majority of urban students. First, they are the general high schools and, as such, are expected to provide a comprehensive education program for all their students. They are expected to help students prepare for adult life, parenthood, further education and training, jobs and careers, and for participation as citizens in a democratic society. Second, these schools are expected to take all students regardless of circumstances and, as a result, their student bodies are racially and socially diverse and serve large numbers of economically disadvantaged students. Third, many of these schools are in depressed areas and neighborhoods. Fourth, many of them had experienced or are experiencing desegregation, or had been through

or were going through some community unrest. Fifth, and as with other schools, they have felt the effects of declining enrollments and subsequent budget constraints in recent years including, in some instances, reductions in federal aid.

We thought that by using such criteria in the context of a sample of America's cities, we would focus on high schools as they are for most of urban America: schools that served so well for past generations, and which now some observers perceive as failing. We believed, however, that among such schools there would be a number of them that were not failing, but were improving.

Each of the eligible schools was invited to complete an extensive self-nomination report which sought information about the school over the past decade in such areas as the school's academic mission, makeup of its student body and faculty, student achievement, school discipline, student attendance, leadership by faculty and administration, extra-curricular activities, student services, parent participation in school affairs, community links, and placement of graduates in further education, training, or jobs. In short, the school was asked to provide a comparative profile of itself at two points in time, a base year it selected during the past decade, and that of the last completed school year. The school was also asked to give information about its history, external circumstances, and neighborhood. We also asked the school to provide reasons for the changes in specific information categories, for example, why attendance went up or down between the base and the last completed school years.

We received nomination reports from 300 of the 450 eligible high schools in the 56 participating cities. In turn, each of these 300 schools was visited by one of a group of educational consultants we had selected to assist us in this phase of the program. The consultants were persons chosen for their experience and knowledge of schools, particularly of schools in cities. These persons, drawn from all parts of the country, were trained by us to conduct the site visits. Those visits consisted of a full day at each school so as to verify the information in the nomination report, to conduct interviews with the school staff and principal, students, and parents, and, most importantly, to understand firsthand the school, its purposes, programs, people, and its progress.

Using both the nomination and site visit reports, a panel of experts assessed each school, judging the overall progress and particular progress made by each school. They were to determine how much the school had progressed from its base year to the present. The schools were not held to a pre-determined set of standards nor did we put schools in competition with each other. Rather, each school was competing against itself, for the goal was to determine how significant the school's progress had been from where it had begun to where it was now.

These panel members selected schools among those nominated which, in their judgment, had progressed significantly: 110 schools in 36 cities in 1982, and 92 schools in 20 other cities in 1983. Each school was given a Recognition Award of $1,000 to be used for purposes designated by its student body. Often these funds were used to strengthen student government, student publications, or for special student awards for service or academic

achievement. These awards of recognition received widespread local and national attention. This attention added positively to the public understanding of urban high schools, for such recognition reaffirmed what many in these schools already knew, namely, that these schools are not places of failure and despair, but rather places of accomplishment and hope.

Each school that received a recognition award was then eligible to apply for a grant of $20,000. Such grants were expected to be used to reinforce, strengthen, and expand programs and activities that the school considered critical or essential to sustain, if not improve, its academic accomplishments. We hoped, too, that some funds from these grants would be used by the school to help other schools, especially feeder junior high or middle schools, improve their academic programs as well.

Funds available to us for these grants were limited to $1.0 million each year. Accordingly, we could award up to fifty grants each year. During these two years, we did award such grants to 100 schools in 47 cities for a total of $2.0 million. Once more, we used an independent panel of educators to assess all the proposals submitted by the schools that earlier had received recognition awards. For your further information, I have attached copies of two Foundation press releases, one dated October, 1982, and the other dated June, 1983, which announced these grants. Each release includes brief descriptions of the activities at each school supported by these grant funds. See Attachments 1 and 2.

In summary, the City High School Recognition Program in 1982 and 1983 awarded a total of $2.2 million in $1,000 awards to 202 individual high

schools and in $20,000 grants to 100 of these schools. By doing so, the program met two objectives:

1. to recognize and reward a sample of urban high schools for improving the overall performance and achievements during the past decade; and,
2. to grant funds to individual high schools to build on already present and succeeding activities related to their academic mission.

I now turn to some of what we have learned from this two-year effort in which we had the opportunity to observe firsthand some 300 urban high schools in 56 American cities. What follows must be viewed as my personal comments as the director of this effort, and does not necessarily reflect the views of the Ford Foundation. Along that line, the Foundation will issue its report about this program later this year. Also, this program was not designed as a research study so the findings I will cite should not be viewed as scientifically validated. Nonetheless, they are based on similar data collected from the 300 schools and the site visits to each of them, followed by systematic analysis of this information base by those of us who were involved in this program. You may consider them as findings or lessons learned, or considered impressions, if you prefer.

Overall, it is fair to say that these schools, albeit a self-selected sample, are clear about their primary mission of providing a basic general high school education to all of their students. Clearly, the academic mission is back on top of their priorities. Permit me now to elaborate more specifically on what we found to be positive in these schools, and also

to point to some problems that need attention in these improving schools.

A. Positive Findings

1. These urban high schools have successfully dealt with problems of earlier times, such as social and racial tensions, retrenchment of staff and reduction of resources, turnover of students and staff, and alienation within the community environment; as a result these schools are now stable, orderly, harmonious, civil, and purposeful educational institutions.

2. These schools and those who serve in them fully accept that they serve all students and that they are expected to serve each equitably and adequately. Because of school desegregation, attention to the handicapped, education equity for female, disadvantaged, or non-English speaking students, or because of the accident of increasingly diverse student bodies, these schools accept and educate all.

3. These schools are well managed with vigorous leadership by principals, teachers, counselors, and other staff, often with strong parent and community support.

4. These schools enroll large numbers of students who come from less than ideal circumstances. The majority of these students want to learn, are motivated, have purpose, and are increasingly self-disciplined.

5. These schools have achieved levels of stability and purpose that allow for more attention and effort to the primary mission of schools: teaching and learning.

6. These schools have a capacity to determine instructional priorities, to plan and develop instructional programs, and to decide how to deploy resources allocated to meet those priorities and plans.

7. These schools are making better use of outside assistance, such as volunteers, students as tutors, community-based social services, links with business, industry, and higher education.

8. These schools have initiated and developed many solid teaching and learning programs along with related activities that are producing promising results in student achievement in basic academic skills and common subject areas.

9. These schools make effective use of the resources and funds available to them, and are better able to make equally effective use of new resources and funds, especially those for instructional purposes.

10. The school districts responsible for these schools are increasingly willing and able to permit and support individual school-based instructional initiatives, and to allow for more flexibility in instructional programs within a context of district standards.

11. These schools have been able to sustain systematic and ongoing in-service or staff development programs for teachers and consequently demonstrated markedly better efforts in instruction activities and subsequent learning outcomes.

12. These schools have access to modest discretionary funds for planning and testing school and classroom-based instructional initiatives and were better able to improve their instructional capacities.

13. Schools that developed solid working relationships with out-of-school assistance efforts such as school volunteers, local business and industry for career training, colleges and universities for assistance to the more academically talented, and social service agencies for students at risk have achieved both improved results in achievement and improvements in the overall climate for learning.

14. Schools that developed sound, clear, and basic sets of standards and rules for students--often with student and parent participation--and which applied them consistently and fairly had fewer problems of discipline.

15. The leadership of the principal, though not the only key factor, is primary in the ability of a school to do well; the role he or she plays is critical to what a school and its staff can do. The performance of schools in which principals had opportunities for ongoing training and development while on the job underscored the usefulness of such training to improve their leadership for instruction.

B. General Problems

1. Many of these schools have physical facilities that require repair, rehabilitation, or replacement. In some, there are safety and health hazards. In many, the effort needed to overcome physical problems to conduct the business of schooling takes up time and energy that should be used for teaching and learning. If this sample of schools is any indication, the nation's urban schools are in need of substantial assistance for rehabilitation and modernization of their physical plants and facilities.

2. The reduction of funds available earlier, including those from federal sources for special instructional activities, and especially those

for students who are disadvantaged, handicapped, bilingual, or recent immigrants, is beginning to erode some of the academic gains made in these schools. Many of them had made solid gains in instruction and student achievement, gains that were due, in part, to the presence of earlier funds, especially federal and state funds for economically disadvantaged students which even in the past have been less substantial in high schools than in elementary schools.

3. In many of these schools, the high rates of turnover and absences of students disrupt their learning and erode the effectiveness of the schools' instructional programs. Although schools try to individualize instruction, high rates of student turnover and absences substantially mitigate against the schools' capacities to help students learn.

4. The current academic agenda for these schools to meet minimum basic skills requirements which often involves specifically mandated curriculum materials, instructional strategies, and assessment instruments, has narrowed student achievement outcomes. Often, these mandated programs and processes underutilize the instructional capacities of teachers and, worse, neglect the development of students' abilities to think, analyze, and inquire. In some schools, this "floor" of achievement has become the "ceiling."

5. The absence or inadequacy of sufficient funds and time to support regular, ongoing teacher development or in-service training in many of these schools is eroding the instructional capacity of teachers, even the best of them. Teachers are still the primary ingredient for good schools. Their further development, while on the job, is essential to the schools'

instructional programs. Whether such development is for acquiring new knowledge about one's teaching field, learning how to use new instructional technology or new materials, or enabling teachers to critique their own teaching, systematic staff development is a necessary ingredient for quality schools.

6. Schools in cities, and especially these general or comprehensive urban high schools, are asked or expected to address a wide set of needs of their students. many well beyond those related to instruction. Unlike other settings, where either the needs are fewer or the community resources are greater, these schools in these settings are faced with having to do more with less. In short, these schools are overburdened by a broad agenda of needs. They need help to be relieved of some of this agenda or help to carry it out effectively.

The Ford Foundation City High School Recognition Program found a good number of urban high schools that are doing much better today than before and better than much of the public has been led to believe. Problems still abound in them, and their accomplishments are not as substantial as we wish or as the future demands. Still, there is a solid base for further investments in city schools, investments that can build on hard-earned achievements and existing strengths in these schools. To my way of thinking, this program provides positive evidence and incentive for increased investments in schools. Clearly, the schools we identified as improving need such assistance. More importantly, they are better able today than before to make more effective use of such investments and with more successful results for students. Were I on Wall Street, I would say that added investment in these city high schools is a sound investment.

News from the Ford Foundation

320 East 43 Street, New York, N.Y. 10017
Office of Reports 573-5000

For Release: TUESDAY, OCTOBER 5, 1982

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NEW YORK, October 5--Fifty high schools in thirty cities have been chosen to receive City High School Recognition grants totaling $1 million, it was announced today by the Ford Foundation.

The grants--$20,000 for each school--were given in the second stage of a Foundation program to recognize the significant improvements that have come about in urban secondary education in recent years. They will support a variety of activities to enrich the educational offerings of the schools, including strengthening of mathematics and English teaching, peer-tutoring programs, remedial instruction for underachieving students, training in computer literacy, staff development, and expansion of vocational orientation and extracurricular programs.

The schools (listed on pages 3 through 10) were selected from among 107 high schools that had submitted proposals to the Foundation after receiving $1,000 recognition awards last May in the first stage of the program. The earlier awards were given to recognize improvements made by the schools in such areas as academic achievement, student life, parental participation in school activities, and placement of graduates in jobs and colleges.

In announcing the most recent round of awards, Edward J. Meade, Jr., a program officer for the Foundation, said, "I can think of no other institution in the American city that is expected to do so much for so many as the general, or comprehensive, high school. As we saw in the first stage of the City High School Recognition Program, many of these schools are succeeding in their multiple responsibilities to a greater extent than they are generally given credit for.

"Now we want to help them build on their successes. I am pleased that many of these schools want to deepen and broaden the quality of their educational services, in such crucial subjects as mathematics, for example, and to devise various instructional approaches to meet the diverse needs of students. Once again, the Foundation wishes to salute the new spirit of purpose and achievement found in many city high schools around the country."

In all, the Foundation has given grants and awards totaling $1,167,000 in the City High School Recognition Program, including $110,000 to 110 schools selected in the first stage of the program and $1 million to fifty schools in the second stage. In addition, fifty-seven schools that had submitted proposals for but did not receive $20,000 second-stage grants were each awarded $1,000 to be used in ways designated by their faculties.

The awards program was conceived by the Foundation to honor the renewed sense of purpose found in many city high schools around the country. Many of the schools had experienced severe disruptions in the 1960s and 1970s. In the opinion of educators, factors contributing to the overall improvement of the schools included effective school leadership provided by the principal, an orderly climate, an emphasis on mastering basic skills, committed teaching staffs, and supportive parents.

The program was not intended to acknowledge every city high school in the country that has demonstrated improvement but rather to recognize examples of significant progress. Self-nominations were invited from 225 schools in forty American cities that were selected on the basis of such factors as region, size, age, demographic make-up, economic base, and growth rate. Population of the cities selected ranges from 150,000 to 2 million.

In order to qualify for the awards, the schools had to be comprehensive, or general, high schools that enroll at least 30 percent of their students from low-income families and that do not have special entrance requirements. The Foundation was assisted by an independent panel of educational advisers in making the selections (see page 6).

In nominating themselves for the first-stage awards, the schools submitted information comparing their current and previous performance in such areas as school atmosphere, course offerings, percentage of students performing below grade level, verbal and mathematics test scores, graduates going on to further training or into jobs, extracurricular activities, staff development, discipline, and ties with community and parents' groups. This information was supplemented by first-hand observation by a team of sixteen educators each of whom visited several schools.

Following are brief descriptions of a sample of the programs that will be supported by the $20,000 grants:

Providence Central High School, R.I. (Arthur Zarrella, principal) will hire a staff person to organize a volunteer corps of parents and community representatives and to act as advocate for parents in dealings with administrators and teachers. He or she will also conduct parent-student seminars to help students make decisions about postsecondary training or career options.

Maury High School, Norfolk, Va. (J. Frank Sellew, principal) will conduct leadership training for students in all five Norfolk high schools. The training, to be offered in collaboration with Old Dominion University, will help to broaden student representation in school governance, increase communication among students, and provide a means for students to express their views on school matters. Activities will include simulation games, role playing, problem solving, methods of time management, and training in group dynamics.

Carol W. Hayes High School, Birmingham, Ala. (John B. Norman, principal) will expand a basic skills project to raise student achievement in language arts and mathematics. Students in the seventh and eighth grades of Hayes' feeder schools will be included in the program, and a sequential curriculum developed for grades seven through twelve that will designate minimum competencies for each grade level. The grant will also be used to purchase videotape equipment to aid in teacher retraining.

Kansas City East High School, Mo. (Arnold Davenport, principal) will establish a School Climate Improvement Committee made up of teachers, students, and parents. Its primary purpose is to foster better racial relations and to promote the participation of white students in after-school activities. Efforts will also be made to break down ethnic bias by promoting multicultural activities and by teaching students about their own and others' cultural backgrounds. A multi-ethnic parent advisory group will monitor the project.

Solomon Juneau High School, Milwaukee (Priscilla Kuehn, principal) will expand a diagnostic testing program to identify students' academic deficiencies and to devise alternative teaching approaches for students who

fail to reach minimum competency. Teachers will be trained to improve their instructional techniques, and a curriculum guide will be produced. The emphasis will be on tailoring instruction to students' needs to ensure that tney achieve at least minimum competency levels before being passed on to the next grade.

Booker T. Washington High School, Houston (F. D. Wesley, principal) will develop a competency-based instructional program in which students will be helped to upgrade their skills in English and reading, science, social studies, and mathematics. A testing system will be devised with the aid of university graduate students that will focus on student developmental needs, define educational progress, and relate educational theory to instructional practices. The project will be aimed particularly at disadvantaged students who require special assistance.

Jefferson High School, Portland, Ore. (Lawrence W. Ayers, principal) will initiate a program to provide computer literacy to all graduates by 1986. All school staff, as well as representatives from the community, will be instructed in the history of computers, issues of privacy and ethics, elementary programming, and computer-related career opportunities. A computer program will be designed to track and record student achievement. Computer-based instruction will be offered in math, reading, writing, languages, business education, guidance, and student services.

Members of the panel of advisors that assisted the Foundation in making the awards were Mario Aranda, National Committee for Citizens in Education; Richard Bagin, Council of Chief State School Officers; James Baumann, American Federation of Teachers; Phyllis Blaunstein, National Association of State Boards of Education; Mary Busch, National School Boards Association; Gordon Cawelti, Association for Supervision and Curriculum Development; Carol Gibson, National Urban League; Dennis Gray, Council for Basic Education; Charles Harrison, Education Writers Association; Adrienne Jackson, Council of Great Cities Schools; Robert McClure, National Education Association; Daniel Merenda, National School Volunteer Program; Santee Ruffin, National Association of Secondary School Principals; Paul Salmon, American Association of School Administrators; and Elaine Stienkemeyer, National Congress of Parents and Teachers.

Following is a list of the remaining forty-three schools receiving second-stage City High School Recognition grants and brief descriptions of their projects:

ALBUQUERQUE, NEW MEXICO

Rio Grande High School (J. Anthony Martinez, principal), for a tutorial program in reading, language arts, mathematics, science, and study and test-taking skills for all students and their parents at Rio Grande and two nearby middle schools.

ATLANTA, GEORGIA

Carver High School (Norris Hogans, principal), to expand its successful "Star Student" school attendance project and to improve student achievement in tenth-grade reading and mathematics.

Fulton High School (Bessie McLemore, principal), for a variety of projects to improve curriculum, parental involvement, and attendance, including Saturday morning workshops, counseling of parents of troubled students, and awards for improved attendance.

BALTIMORE, MARYLAND

Edmondson High School (Susan Jones, principal), to upgrade the curriculum in mathematics, foreign languages, and biology, and to improve student performance on aptitude tests.

Northern High School (John Dohler, principal), for a peer counseling and tutoring program for students from Northern and its feeder schools.

Walbrook High School (Samuel Billups, principal), for a computer-based attendance system, remedial and advanced instruction in math and language arts, and Saturday review classes in aptitude testing, taught by volunteer medical students.

BIRMINGHAM, ALABAMA

Glenn High School (Arthur Brown, principal), for a project to enlist parents in helping underperforming students to improve their study skills.

Parker High School (Edward Thompson, principal), for a computer-assisted instructional program in which students are tutored in basic skills and are taught computer language.

Phillips High School (Clarence Tolbert, principal), to establish an inter-departmental computer learning center.

CHARLOTTE, NORTH CAROLINA

Harry P. Harding High School (Joseph Peele, principal), for Project SHARE, in which students are trained in leadership skills, community employers are enlisted in school activities, and potential dropouts are provided with peer, parental, and staff support.

COLUMBUS, OHIO

Linden McKinley High School (Vloris E. Noel, principal), for revision of the ninth grade curriculum.

DES MOINES, IOWA

Des Moines Technical High School (Paul Devin, principal), to enable Tech to become a central resource for other comprehensive high schools and to improve staff skills in teaching vocational-technical subjects.

DETROIT, MICHIGAN

Central High School (Chester Rogers, principal), to improve achievement in math and science, introduce courses in computer literacy, and strengthen extracurricular activities that reinforce verbal skills.

Murray-Wright High School (Robert Boyce, principal), for a project to help ninth-grade teachers improve their classroom management skills.

Northern High School (Emeral Crosby, principal), to extend the school's "Be Proud Aloud" program to its feeder elementary schools. The program is aimed at strengthening the students' self-image and motivation to learn.

Southwestern High School (Joe Greene, principal), for a project to improve attendance and reduce short-term suspensions among ninth graders due to truancy.

Western High School (Harrison Holdredge, principal), to improve attendance, student self-discipline, and academic achievement. A bilingual paraprofessional will be employed half-time to encourage parental participation in school programs.

INDIANAPOLIS, INDIANA

Arsenal Technical High School (Ray Reed, principal), to collaborate with teachers in a nearby feeder school in tutoring students in English, mathematics, French, Spanish, social studies, and science.

George Washington High School (Thomas Rosenberger, principal), to expand a school improvement program that includes training of student leaders, dissemination of career information, and training of staff to teach reading and communications skills.

JACKSON, MISSISSIPPI

Murrah High School (Ralph Gordon, principal), to improve student performance on scholastic aptitude tests, create a tutorial program in reading and mathematics, and strengthen school discipline.

JERSEY CITY, NEW JERSEY

Lincoln High School (Edna A. St. Paul, principal), for a program to improve basic skills, increase student awareness of college and career options, recognize academic achievement, and enrich cultural experiences.

KNOXVILLE, TENNESSEE

Rule High School (Willard Brown, principal), for a peer tutoring program for low-achieving ninth graders, instruction in computer literacy, and awarding of "mini grants" to college-bound students. A senior from each of the next four graduating classes will be selected on the basis of academic performance and contributions to school and community life to receive a $500 grant.

MEMPHIS, TENNESSEE

Carver High School (James Smith, principal), for a program to improve student study habits, using volunteer tutors from the community.

MILWAUKEE, WISCONSIN

South Division High School (Charles Reichert, principal), for a program to improve academic achievement and motivation, using such techniques as a logo, motto, posters, speakers, and individual and group counseling.

NEW ORLEANS, LOUISIANA

Clark High School (Dennis Minor, principal), for "Operation Outreach," a program aimed at improving student achievement, establishing links with feeder schools, and strengthening ties with the business community and civic organizations.

George Washington Carver High School (Henry Johnson, principal), for a program to increase enrollment in the school's Marine Corps Junior ROTC, assess student progress in language arts and math, and improve attendance.

NORFOLK, VIRGINIA

Granby High School (Theodore Smith, principal), to strengthen basic learning skills so that 90 percent of tenth graders pass the Virginia Competency Test.

Lake Taylor High School (Bert Hindmarsh, principal), to establish a tutorial program and computer-based remedial instruction in language arts.

OAKLAND, CALIFORNIA

Castlemont High School (Winston Williams, principal), for a program to increase staff and parental involvement in school affairs, strengthen student motivation, and improve administrative leadership.

Fremont High School (Donald Holmstedt, principal), for a journalism-graphics program based on the school's award-winning school newspaper. The newspaper will be used as a vehicle for strengthening student writing and graphics arts skills and for bringing the school and community closer together.

OMAHA, NEBRASKA

Benson High School (Leslie George, principal), for a program aimed at enriching the humanities curriculum as a means of attracting more white students to the school.

Technical High School (Odra Bradley, principal), for a program to sustain the school's diverse academic and vocational course offerings and racial balance by attracting students citywide.

PITTSBURGH, PENNSYLVANIA

South High School (Paul Shurman, principal), for a ninth grade vocational-technical program and creation of a computer center to improve student achievement in math.

SAN ANTONIO, TEXAS

Luther Burbank High School (Antonio Alvarez, principal), for an extended day program in which master teachers will offer individualized instruction in language arts and math.

Sidney Lanier High School (Fito Salinas, principal), for home visits, counseling, hiring of parent aides, and other techniques to improve student attendance.

Phillis Wheatley High School (Jacinto Guzman, principal), for leadership training of exemplary as well as problem students in overnight workshops at a ranch. The workshops are aimed at motivating students to become active in school affairs and at promoting leadership, academic, and human relations skills.

SEATTLE, WASHINGTON

Chief Sealth High School (Chris Kato, principal), for activities to improve educational achievement and increase community involvement in the school, including study skills courses, bilingual classes, and a volunteer adult tutoring program.

SYRACUSE, NEW YORK

George W. Fowler High School (William Adams, principal), for a program to develop the aesthetic component of the curriculum, expand student extracurricular activities, and promote the school's achievements in the community.

TAMPA, FLORIDA

Thomas Jefferson High School (Edward Ballas, principal), for development of a computer laboratory to improve instruction in math, communications, English as a second language, and computer literacy.

TUCSON, ARIZONA

Pueblo High School (Roberto Acuna, principal), for staff development and creation of a student learning center for instruction in basic skills, time management, problem solving, and career planning.

WASHINGTON, D.C.

Paul Laurence Dunbar High School (Thomas Harper, principal), for a computer system to assist staff in monitoring attendance, maintaining student records, and providing instruction.

Spingarn High School (Clemmie Strayhorn, principal), to provide individualized instruction in reading and math for selected students in grades ten through twelve.

WORCESTER, MASSACHUSETTS

Burncoat High School (John O'Malley, principal), to increase student and community awareness of the city's diverse ethnic makeup. Projects will include evening community forums, art displays, field trips, oral histories, folk dancing, and preparation of ethnic food.

News from the Ford Foundation

320 East 43 Street, New York, N.Y. 10017
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FOR RELEASE TUESDAY, June 14, 1983

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NEW YORK, June 14--In the final round of the City High School Recognition Program, fifty high schools in seventeen cities will receive grants totaling $1 million, the Ford Foundation announced today.

In announcing the grants -- $20,000 to each school -- Edward J. Meade, Jr., Foundation program officer, said: "Given the spate of critical reports issued recently about the state of American schools, we are pleased to report that the will to overcome difficulties is still strong in many high schools in large cities across the land. Many of the schools honored today have come great distances from troubled times in the past few years. Today their promising accomplishments indicate that they are 'turning around.'

"As we noted in April, when these schools were among ninety-two that received Recognition Awards of $1,000 each, one of the schools' distinguishing characteristics has been strong and effective leadership by principals and faculty, often with substantial community support. But many of them have also

benefited from federal funds earmarked for the desegregation of schools and for educational programs serving poor and disadvantaged students. Without such assistance the schools would have been severely handicapped, and it is doubtful they could have achieved the progress we are saluting today or been able to mount the projects the grants will support."

The City High School Recognition Program was initiated by the Foundation last year to acknowledge the improvements made in the past few years by a wide range of high schools in a cross section of American cities. The Foundation's aim was to identify such schools, draw public attention to their accomplishments, and help them reinforce and extend the practices that led to their improvement. The Foundation also hoped to draw lessons from the experiences of these schools and to share them with the public. Only comprehensive, or general, high schools that enroll at least 30 percent of their students from low-income families were eligible for consideration. In the course of the program, 202 schools in fifty-six cities have received Recognition Awards; 100 of these schools in forty-seven cities have received $20,000 grants. A total of $2.2 million has been awarded in the City High School Recognition Program.

The $20,000 grants will be used primarily to strengthen the schools' academic programs and related activities. Among the efforts that will be assisted are: inservice staff training to improve the teaching of such basic skills as reading and writing within subject areas; special counseling and educational programs for recent immigrants to give them a better chance at succeeding academically; the application of computer technology to instruction; and the training of community volunteers and students as tutors

and instructional aides.

Each project will also include activities with other high schools or with "feeder" middle and junior high schools to ensure that students are better prepared for high school and that the high schools are better able to help them.

The awardees (listed on pages 4 through 11) were selected with the assistance of a panel of educators selected by the Academy for Educational Development, a nonprofit educational planning and management organization in New York City, which administered the program on behalf of the Foundation. Panelists included some principals and staff members of schools honored in 1982.

In 1982 and 1983 the Foundation reviewed reports from over 300 public comprehensive high schools in fifty-six selected American cities with populations over 150,000. In both years of its operation the program consisted of two phases. First, eligible schools in selected cities were invited to submit reports about their development over the past decade in such areas as student achievement, school discipline, student attendance, leadership by faculty and principals, parent participation in school affairs, community links, and placement of graduates in colleges or jobs. Each school was subsequently visited by an independent consultant to verify this information. A panel of advisers reviewed all the schools and recommended $1,000 Recognition Awards to those that showed significant degrees of progress. In the second phase, schools receiving the initial awards were eligible to submit project proposals for consideration to receive $20,000 grants.

Mr. Meade went on to say: "Many of the schools honored in the City High School Recognition program, this year and last, have gone through trying times of student unrest, racial tension, and community dissatisfaction. Yet, they have created an environment conducive to learning, an atmosphere of trust, and a spirit of cooperation among students, faculty, administrators, parents, and community leaders. We have, of course, not been able to identify all the schools that have shown such improvements, nor was that our intention. We simply want to signal that changes for the better are taking place in many urban high schools, to acknowledge some, and to alert the public to the potential for similar improvements throughout the country.

"As we conclude the City High School Recognition Program, we hope we have contributed to a fuller understanding of American high schools in general and of those in cities in particular. It has been rewarding to find schools performing better, accomplishing more, and striving for even better results for urban youngsters. We have seen what recognition of such progress means to students, teachers, principals, and parents. Now, we encourage others, private as well as public groups, to find and help schools in their communities, states, and nationwide. In the near future, we plan to share with others what we have learned from this program and to outline new initiatives to improve teaching and learning in urban secondary schools."

Following are brief descriptions of a sample of the programs that will be supported by the $20,000 grants this year:

Adlai E. Stevenson High School, New York (Myrna F. Wohlberg, principal), will extend its career-awareness program to its feeder intermediate and junior high schools. The aim is to prepare the younger students and their parents

for the students' career orientation in high school--toward college or the world of work, or both. Staff will improve their skills in counseling and in motivating students to learn more about educational opportunities and training best suited to their individual talents, interests, and abilities. Up-to-date information will be provided about opportunities available in business, health, law, and nontraditional careers.

Senn High School, Chicago (John T. Martin, principal), which serves a large number of recent immigrants, many of them refugees, will provide these newcomers extra class time in English-language skills and in social orientation to American society. The program will be open to both Senn students and to eighth-graders in neighboring schools. Inservice training sessions at Senn will be open to all teachers of English-as-a-second language in area schools.

Silver Creek High School, San Jose, Calif. (Daniel Ordaz, principal), will begin a a three-year comprehensive plan for further school improvement. It will include collaboration with feeder schools and the organization of volunteers from business and the community to help students in reading, English, and mathematics. A team of teachers, partially funded by federal funds, will provide intensive training in basic skills instruction for other classroom teachers. The school will also initiate awards to recognize students' academic improvement.

Bowie High School, El Paso, Tex. (Luis C. Cortes, principal), will attempt to integrate foreign-born students into the student-body mainstream and to help other schools in the area to adopt a similar approach to greater cultural integration. The school will bring together parents, teachers, and community

members and will encourage immigrant students to participate in a variety of academic and extracurricular activities. The school will also develop special science classes for recent immigrants and train faculty in skills needed to teach science, mathematics, and social sciences to both foreign- and native-born Spanish-speaking students.

William M. Raines Senior High School, Jacksonville, Fla. (Jimmie A. Johnson, principal), will expand its program to improve reading skills in classes in all subjects. The project will involve twenty ninth-grade students from nearby Northwestern Junior High School as well as 1,500 Raines students. The grant will also support the training of teachers of mathematics, science, social studies, and language arts in computer literacy.

Following is a list of the fifty schools receiving $20,000 awards in the City High School Recognition Program and brief descriptions of their projects:

BOSTON, MASSACHUSETTS

South Boston High School (Jerome C. Winegar, principal) will expand its reading-enrichment program to feeder schools. The program includes a reading-writing workshop and training of teachers to integrate the arts into the curriculum. The project will track student progress by means of a computer.

CHICAGO, ILLINOIS

Roberto Clemente High School (Maude H. Carson, principal) will extend its phonics program to Hispanic students in feeder schools to prepare them to participate in regular rather than remedial courses when they reach high school.

Christian Fenger High School (Leo L. Dillon, principal) will provide training in computer literacy for Fenger faculty and upper-grade teachers in five feeder elementary schools, enabling them to provide computer-assisted remedial instruction in English, mathematics, social studies, and science for grades seven through twelve.

William Rainey Harper High School (Donald J. Mulvihill, principal) will further develop a "cluster" plan in which students remain with the same group throughout the day. It has resulted in improved student discipline and achievement.

Hyde Park Career Academy (Weldon A. Beverly, principal) will create a comprehensive career orientation program and will share its curriculum and instructional methods with teachers in four elementary feeder schools.

Lincoln Park High School (Mary E. Shannon, principal) will enlarge its peer-tutoring program to help students at a nearby elementary school prepare for high school mathematics courses. All students will learn BASIC computer language.

John Marshall Metro High School (Carl Van Kast, principal) will develop a structured program designed to improve clear thinking and other cognitive skills. The program will focus on motivated but low-performing sophomores and learning disabled students.

Morgan Park High School (Martin D. Gabriel, principal) will provide after-school library and tutoring services to its own and other high school students, as well as seventh- and eighth-grade students from feeder schools. Morgan will also sponsor an exchange program with teachers in feeder schools.

Rezin Orr High School (Kenneth R. Van Spankern, principal) will expand its staff development program, which enlists special education teachers to train teachers throughout the school to teach basic reading skills in all subjects. Rezin Orr will disseminate the program among ten other high schools through inservice training sessions and workshops.

Paul Robeson High School (Jacqueline H. Simmons, principal) will establish an instructional team that will focus on critical thinking and mathematics and science instruction. Math and science programs will be coordinated with teachers from nearby Parker Community Academy.

Senn High School, see page 5.

CINCINNATI, OHIO

Robert A. Taft High School (Orlando Henderson, Jr., principal) will undertake inservice training for teachers in mathematics, English, foreign languages, and science at Taft and at two feeder schools. They will focus on computer-assisted instruction, classroom management, and instruction of reading skills in various subjects.

Withrow High School (Major R. McNeil, principal) will introduce writing projects in history, English, social studies, and other classes, drawing upon the city's cultural resources for topics and also upon the experience of foreign students in the school's International Studies Academy.

CLEVELAND, OHIO

Collinwood High School (William H. Martin, principal) will address its dropout problem by enlisting faculty, parents, and students to improve attendance by at least 6 percent, to establish administrative/disciplinary

practices that are helpful rather than punitive, and to stimulate greater student motivation to succeed in school.

John Marshall High School (William S. Tomko, principal) will create computer literacy courses for John Marshall teachers and parents, and for faculty and staff from local junior high schools.

DALLAS, TEXAS

South Oak Cliff High School (Frederick D. Todd, principal) will establish a staff development program consisting of seminars, workshops, and training sessions to enable teachers to share successful instructional methods. Funds will also support a tutorial laboratory equipped with ten computers purchased with federal funds allocated to the school.

EL PASO, TEXAS

Austin High School (Aubrey L. Cherry, principal) will provide programs in computer literacy, including basic principles of word processing, for Austin students, teachers, and administrators, and also for faculty and staff of nearby Barrett Junior High School.

Bowie High School, see page 5.

FORT WORTH, TEXAS

Diamond Hill-Jarvis High School (Homer Ludiker, principal) will offer a variety of after-school classes and tutoring in English, mathematics, and reading. A committee of parents, students, and faculty will study long-range issues affecting Diamond Hill-Jarvis and its feeder schools.

JACKSONVILLE, FLORIDA

Englewood Senior High School (H. L. Pearman, principal) will expand its model reading laboratory, now open to students and adults 15 hours a week, to 55 hours a week. The program improves skills in writing, social studies, mathematics, computer literacy, and foreign languages, as well as reading.

William M. Raines Senior High School, see page 6.

Ribault Senior High School (James H. Easton, principal) will conduct a year-long academic and cultural enrichment program on weekends, available to students from both Ribault and eight feeder schools. Offerings will include seminars in public speaking; courses in black history; tutoring in reading, writing, and mathematics; practice in taking standardized tests; and trips to museums, libraries, and concerts.

LOS ANGELES, CALIFORNIA

David Starr Jordan High School (Elroy McGlothen, principal) will improve coordination with feeder schools, advertise courses and activities of interest

to younger students, and expand laboratories and clinics in mathematics, reading, and writing.

Abraham Lincoln High School (Peter Martinez, principal) will expand a student peer-counseling program to serve incoming junior high school students needing special attention, develop a language laboratory for students with limited English-language skills, and introduce a course for incoming ninth-graders in study skills, test taking, and management of time.

George Washington Preparatory School (George J. McKenna III, principal) will expand peer-counseling and tutoring programs, establish a teacher counseling system to motivate students to select challenging courses, and strengthen parents' efforts to improve student attendance.

MIAMI, FLORIDA

Miami Edison Senior High School (F. Craig Sturgeon, principal) will provide special assistance to its many Haitian and Hispanic immigrant students to enable them to pass state competency examinations.

NEW YORK, NEW YORK

Louis D. Brandeis High School (Murray A. Cohn, principal) will develop magnet programs in finance, business, mathematics, and computers, and will expand its advanced placement programs to include biology.

William Cullen Bryant High School (Laraine M. Pacheco, principal) will organize several efforts to increase the number of students pursuing higher education. They will include a multilingual college handbook, college workshops after school and on Saturdays, guest speakers, and trips to colleges and universities outside the city.

Far Rockaway High School (Carl Berlin, principal) will emphasize staff development to improve teaching of reading and writing skills within the overall curriculum.

Sarah J. Hale High School (Bernard Wolinez, principal) will strengthen efforts to encourage students to remain in school through, for example, supportive guidance services, improving basic skills training, and career programs.

John F. Kennedy High School (Robert R. Mastruzzi, principal) will create a science research center and a training center to demonstrate reading improvement through art, which will also serve staff and students of other high schools, feeder schools, and teacher-training institutions.

Franklin K. Lane High School (Morton Damasek, principal) will establish a student-run computer literacy center for Lane students during school hours and

for other students after school. Lane students will be trained to begin teaching computer classes in nearby junior high schools.

Abraham Lincoln High School (Jack M. Pollock, principal) will develop a program combining counseling, home visits, tutoring, and special projects to help tenth-grade students make the transition from junior high school.

Morris High School (Frances Vazquez, principal) will create a special course for freshmen, introducing them to various possible careers--for example, in business, computers, and health services--and explaining the academic requirements for such careers.

Franklin D. Roosevelt High School (Alan Irgang, principal) will create a Community Health Awareness Program for Roosevelt ninth- and tenth-graders and eighth- and ninth-graders from three feeder schools. Student teams will conduct research on five major community health problems, create filmstrips and booklets, and present their projects to students and parents.

Adlai E. Stevenson High School, see page 4.

George Washington High School (Samuel Kostman, principal), 70 percent of whose students are recent immigrants from the Dominican Republic, will expand ninth-grade mathematics and science programs and develop a computer learning center to reinforce basic academic skills.

OKLAHOMA CITY, OKLAHOMA

John Marshall High School (Pamela Wheeler, principal) will expand peer tutoring, currently offered in nearby middle and elementary schools, to help underperforming students at John Marshall. Other projects include inservice training for teachers who will work in teams with a master teacher and a program to prepare students for advanced placement courses.

PHILADELPHIA, PENNSYLVANIA

John Bartram High School (Louis A. D'Antonio, principal) will train teachers at Bartram and three feeder schools to develop new teaching and evaluation techniques aimed at improving students' academic performance.

Simon Gratz High School (Daisy W. Reaves, principal) will develop a comprehensive career education program, including individual counseling, for Gratz and for its four feeder junior high schools.

Martin Luther King High School (Louis E. DeVicaris, principal) will expand its computer literacy training to benefit three neighboring schools and adult students in King's evening school.

West Philadelphia High School (Walter H. Scott, principal) will develop a program combining teacher training, comprehensive career counseling, and tutoring to assist motivated but low-achieving junior high school students.

ST. LOUIS, MISSOURI

Beaumont High School (Cozy W. Marks, Jr., principal) will establish a schoolwide, interdisciplinary reading program that will include eighth-grade teachers at two feeder schools. Parents will be offered workshops and a handbook to help them improve their children's study habits.

Vashon High School (Michael K. Thomas, principal) will reinforce skills in reading and writing through a cross-age teaching program. Teachers will be trained in techniques of teaching writing, and Vashon students will tutor fifth-grade students in three feeder schools.

SAN FRANCISCO, CALIFORNIA

Woodrow Wilson High School (Hoover Liddell, principal) will train a group of students in the basics of computer operation, programming, and word processing. They in turn will train groups of teachers, other students, teachers from feeder schools, and parents and others in the community.

SAN JOSE, CALIFORNIA

Andrew P. Hill High School (Barbara Z. Dawson, principal) will begin a four-year project to expand its Gifted And Talented Education Program, improve school safety, encourage integration among diverse ethnic groups, and strengthen efforts to coordinate its academic skills programs with those in feeder schools.

Abraham Lincoln High School (A. Mickey Long, principal) will develop a comprehensive computer science program linked with feeder schools. It will provide computer literacy training and computer-assisted basic skills instruction for all students in grades seven through twelve.

William C. Overfelt High School (Reuben S. Trinidad, principal) will develop a comprehensive program of teacher training and academic counseling to increase the number of minority and female graduates entering colleges and universities.

Silver Creek High School, see page 5.

TOLEDO, OHIO

Edward D. Libbey High School (Bunk Adams, principal) will create a resource center to enable teachers from Libbey and a nearby junior high school to provide special assistance to improve students' writing and communications skills.

IMPROVING REASONING SKILLS OF URBAN HIGH SCHOOL STUDENTS: A PROGRESS REPORT*

Lorin W. Anderson
Professor of Education
University of South Carolina

This is the first occasion which I have had to present an appraisal of the "Improving Reasoning Skills of Urban High School Students" project. I trust readers will find of interest an overview of what has been accomplished, some of the difficulties we have encountered, and future plans to evaluate and implement our findings. Apart from a brief description of the project's goals and its conceptual framework, special focus is given to the placement of reasoning proficiencies within existing high school courses and the wide scope of responsibility for participating cities. We have found ways to overcome some of the problems that have impeded similar projects, especially those arising from the dichotomy between the researcher and educational practitioner. It is our hope that our beginnings in mounting this research may serve to help others in succeeding projects.

Purpose

A critical aspect of the project that sometimes gets overlooked or confused is its singular purpose. Unfortunately, educators are attracted to projects that can be used for many purposes. For example, they take

* This study is being funded by a grant from The College Board. Dean Richard M. Bossone of The City University of New York is the Director, I am Co-director, and Dean Max Weiner of Fordham University is the Primary Evaluator.

one test and want it to provide information that can be used to identify various categories of students (e.g., gifted, educably mentally handicapped), diagnose specific learning deficiencies, certify high school graduates, and evaluate program and teacher effectiveness. Such an approach to the use of testing undermines its validity because no single test can be optimally valid for more than one purpose.

The same is true for many of the projects that are placed in schools. Educators take proposals that have a reaonable chance of success with respect to particular purposes, and they want them to accomplish two or three additional purposes. I understand the reasoning behind his attitude. Much time and effort has been invested and educators, particularly practitioners, want to extract as much meaning as possible. The problem is once again validity. The effectiveness of the projects is likely to be judged on the accomplishment of a variety of purposes, many of which they were never intended to accomplish. For valid inferences of project effectiveness to be made, we must keep in mind the primary purpose.

The purpose of the "Improving Reasoning Skills Project" is to increase the likelihood that a large number of students will succeed in college by improving their ability to reason. This is the ultimate purpose. If we do not develop students' ability to reason and ultimately increase their achievement in college, the project will not have succeeded. Granted there are a lot of steps along the way--many successes and failures we will have to observe and describe--but the goal is to help students become proficient in reasoning so that they will be able to

survive in the world of h' ,ner education. We need improvements both in reasoning and in rate of success if we are to judge the project favorably.

The Evolution of Reasoning Proficiencies

We went about accomplishing this purpose with more trial and error than I would have preferred. The reason for this was that we are moving into an area in which very little is being done. As with the weather, there has been much talk about reasoning and its importance for schools and students. Unfortunately, these deliberations are seldom translated into action, and when action occurs, the effect is seldom examined and evaluated.

We began with a consideration of available instructional materials designed for use in the teaching of reasoning. The attraction of such an approach was that one could see and touch what was being considered. As educators we like concrete things. A conference was held and developers and proponents of various instructional materials were asked to "show and tell." The result was a laundry list of instructional materials, test items, associated objectives relating to reasoning skills, and reasoning exercises incorporated into these materials.

After reflection, we realized that some overall conceptualization or framework was needed, one that would allow us to compare more carefully the instruccional materials with one another and to examine them in terms of the primary purpose of the project. We came upon some of the work that Robert Ennis had been doing at the University of Illinois. After reading and digesting his ideas, we identified five reasoning proficiencies:

observation, inference, generalization, organization, and evaluation. These proficiencies form a useful framework for conceptualizing reasoning. At a meeting of Curriculum Directors, the five reasoning proficiencies were endorsed unanimously.

We call them reasoning proficiencies; they are, in fact, categories of reasoning skills. If one conceives of reasoning as a process, the categories describe sub-processes that comprise the larger process. Furthermore, it seems likely that the sub-processes would frequently (although not always) occur in the order specified: that is, observation precedes inference, which in turn precedes generalization, and so on. Thus, reasoning begins when one notices, perceives, and/or records something, and ends when one determines or judges the quality or significance of some process or resulting product. In between one must make inferences, form generalizations, and develop a proper organizational framework.

Reasoning Proficiencies and High School Courses

At this point we had a problem to resolve. We were aware of a set of reasoning-related instructional materials and conscious of an overarching conceptual framework. The problem was the alignment of these awarenesses, that is, integrating our conceptualization of reasoning and the available instructional materials into a defensible, feasible project. We now had a purpose, five reasoning proficiencies, sets of instructional materials, and schools with real live people and existing courses. How could the pieces be put together?

We opposed the approach of developing courses solely for the purpose of teaching reasoning on the grounds that: first, we did not believe the high

school curriculum could accommodate such a recommendation. In-place curriculums, required courses, and Carnegie units cast doubt about the feasibility of adding more courses regardless of their objectives and content. Second, we believed (as we still do) that a balance of reasoning and content is going to pay the greatest dividends in terms of both acquisition of content and the development of the ability to reason. As a result, we asked the participating cities to identify existing mathematics and English courses and inserted the teaching of reasoning in these courses. Quite clearly such a suggestion required considerable revision of these courses. To aid in this revision, Dean Bossone and I developed a "Manual for Designing Course Guides."

The point of the manual was, in fact. to help district personnel to integrate the course objectives, reasoning proficiencies, specific reasoning skills, and instructional materials. These objectives were taken primarily from existing course syllabi. The reasoning proficiencies were taken from the agreed list of five. The instructional materials tended to be drawn from one of three sources: McGraw-Hill, Innovative Sciences, and Midwest Publications. The reasoning skills and learning activities tended to be those most compatible with and likely to be enhanced by the selected materials.

In addition to having special objectives, all projects also have audiences. The clientele of this project was high-risk high school students who intended to go to a local college. Initially we thought it would be fairly simple to identify such a population. But, of course, we found it was not as easy as it first appeared.

The first problem was actually defining high-risk students. Did one use grades, curriculum (e.g., vocational, general, college preparatory), standardized test results, or some combination of these indicators? Next, because all students who intend to attend college do not always do so, we then had the problem of selecting sufficient numbers of students in order that a reasonable number actually would attend a local, targeted college.

We also realized that students of the same age are not necessarily enrolled in the same level course. For example, all eleventh graders enrolled in a mathematics course were not enrolled in Mathematics II. We encouraged city school personnel to choose courses for inclusion in the project in which most students were eleventh and twelfth graders. However, given the mathematics requirements of many states, large numbers of eleventh and twelfth grade students were not enrolled in any mathematics course. There was speculation that those who were enrolled in some mathematics course were hardly high-risk students. Thus, we put the onus on the cities: "You define high-risk students. You locate local colleges and universities that large numbers of your graduates attend. You find courses that are designed for upper level high-risk high school students and are amenable to the infusion of the teaching of reasoning."

The process of revising courses, identifying colleges, and selecting students will be tenuous at best. Once a course has been targeted for revision and project inclusion, the exact number of seniors, juniors, and

sophomores that might enroll in a given year is not known. Consequently, from a longitudinal perspective, our sample had to be stratified with respect to age. Moreover, the larger the number of sophomores the longer the project must last in order to evaluate the accomplishment of the primary purpose. Furthermore, the proportion of those students who will actually attend one of the targeted, local colleges is not known. We hope the number will be sufficient so that some meaningful analysis can be completed and presented in a reasonably short time period (e.g., two years). Also, in many of these courses not all students may be "high-risk" (given a particular city's definition of the term). Schools cannot simply exclude particular types of students from particular courses. This meant the sample would not only be stratified by age, but also stratified into "high risk" and "not high risk" categories. Finally, we know that the intentions of students with respect to college, especially those in tenth and eleventh grades, are not likely to be very stable or predictable. A portion of the initial sample may be lost because they change their minds and do not attend college or attend a non-targeted college.

What originally seemed a straight-forward description of the audience turned out to be a fairly complex issue. Despite these problems our major intention is to conduct a longitudinal study with sufficient numbers of students in order to make some reliable judgments about the effectiveness of the project.

Evaluation of the Project

An evaluation design, having several components, has been developed.

One aspect is the monitoring of the way in which teachers are instructed about the project to ensure that 1) teachers develop the skills needed to teach reasoning and 2) some balance between the teaching of reasoning and content is maintained. In addition, a series of tests and questionnaires will be administered at the beginning and end of the project in order to determine its effectiveness.

Student aspirations for college will also be assessed. In a recent study one of the best predictors of students who dropout of community colleges was students' responses to a single item: "How important is it to graduate from college?" Information about student aspirations is relevant if only as a control variable. We want to know whether the project is achieving success beyond what could otherwise be expected, given the aspirations of these students.

Critical thinking will be tested despite the fact that it is difficult to alter test scores in this area of inquiry. Studies examining such changes over five or nine weeks have not yielded much. Despite these rather discouraging results, a direct measurement of reasoning skill development seems imperative given the nature of the project. The "Watson-Glaser Critical Thinking Appraisal" was selected as an appropriate instrument because its five subtests are fairly well aligned with the five reasoning proficiencies that comprise the core of the project. We are hopeful that soundly developed and properly implemented programs of sufficient duration will result in improvements in critical thinking.

Student performance on the "Preliminary Scholastic Aptitude Test" (PSAT) will also be examined. We want to see if the project has

any impact on student performance on a well-known test commonly used to predict success in college and to admit students based in part on that prediction. We plan to assess mastery of the various course content-oriented objectives using criterion-referenced tests. We wish to know whether an emphasis on reasoning has a deleterious effect on students' acquisition of knowledge.

Finally, we intend to gather information relating to the students' college performance and success. Appropriate college officials will be asked to record information, such as course load, grade-point average, and the number of terms of continuous enrollment on a regular basis.

Participating Cities' Responsibilities

Chicago, Detroit, Memphis, Minneapolis, New York, and San Francisco are currently participating in the project. A variety of school personnel in these cities (especially the curriculum directors) are directly involved in the development of all phases of this endeavor. The curriculum directors are responsible for the development and submission of an approved proposal. They must create a working relationship with one or more local colleges. They must invite, coerce, or cajole teachers committed to their present courses and their own style of teaching to participate in the project. They must identify project and control schools that are initially comparable in terms of student performance, teacher experience, and educational level. High quality research effort requires the systematic contribution of every individual connected with this work.

Collaborative, Cross-City Research

The conduct of experimental research in a single school or city is admittedly a difficult task. The conduct of cross-city, collaborative experimental research is even more difficult. In order to increase the likelihood of conducting effective, school-based, experimental research, we have tried to achieve a balance between uniformity and flexibility, each of which is necessary if we are to produce valid, interpretable results.

Project uniformity grows out of the single purpose of the project, namely, to improve students' chances of success in college by improving their reasoning skills. All cities must develop programs that address this major purpose. Furthermore, all other goals (e.g., helping teachers to teach reasoning, helping students better learn English or mathematics) must be perceived as secondary. The ultimate success of the project rests in the attainment of the one purpose. We must have uniform agreement on this issue.

There is a single evaluation design that identifies concerns for appropriate samples of teachers and students, instruments that must be administered, and procedures that must be followed in implementing the project and gathering the data. The same "yardstick" is needed to measure the success of the project. The evaluation design contains the minimal acceptable considerations, instruments, and procedures that must be included as part of the project in every city.

There is a common format that must be used to prepare the outlines

for each course to be included in the project. The format requires cities to interrelate the course objectives, reasoning proficiencies, specific reasoning skills, learning activities, and instructional materials. Furthermore, everything included on the course guides must be related to, or embedded in, one of the five aforementioned reasoning proficiencies, namely, observation, inference, generalization, organization, and evaluation.

In summary, then, all participating cities are asked to conform to three major requirements: 1) a common purpose, 2) a common evaluation design, and 3) a common format, or outline, for all courses included in the project. These requirements produce the uniformity that we believe is necessary for the conduct of collaborative, cross-city research of reasonably high quality.

Within these constraints, cities are permitted a great deal of flexibility. Several choices are available when the cities develop their project proposals. First, cities can define what constitutes "high risk" students. Some cities (e.g., Minneapolis) are trying out their definition to determine how many of these students are enrolled in particular courses and how many will likely go on to college. Second, cities can decide what particular courses in English and mathematics to use in the project. Here representative choices are made between English I and English II or between algebra and geometry.

Third, cities can identify and select the particular instructional materials they will include in these courses in order to enhance student reasoning. Once they select particular materials they must explicitly

indicate the relationship between the materials, the course objectives, the reasoning proficiencies, and the particular reasoning skills. If such a relationship can be demonstrated, the materials are deemed appropriate for use. No one outside the city is involved in a judgment of the quality or reasonableness of the curricular materials. In fact, the quality of the materials in terms of the production of student reasoning is an empirical question, and one that will be at least partially addressed in the project.

In short, then, project flexibility is achieved by giving cities three major choices. First, cities define the target students. Second, cities select appropriate courses. Third, cities select appropriate instructional materials intended to enhance student reasoning.

From a pure research perspective, the more flexibility built into a study, the less valid the results are likely to be. Quite obviously, the more extraneous variables one can control, the more differences in outcome can be attributed to differences integrated into the study. Nonetheless, flexibility is necessary if one is to conduct collaborative, cross-city research. We secure some degree of ownership on the part of the cities. That is, school personnel in each city will not see the project as something being mandated from outside. Rather, they accept the project as something that they contribute to and something that will ultimately help teachers and students. In this way, we gain a unique position from which to examine the applicability of the results across cities. Furthermore, if the study is properly conducted, we will be able to examine factors which may, in fact, limit the effectiveness of reasoning skills projects. To be

useful to school personnel, research findings must be presented in terms of the conditions within which they do and do not apply.

Issues in Conducting School Based-Research

Let me focus my remarks briefly on issues involved in conducting research in schools in general. Several of these issues reflect my personal biases. I believe experimental studies in schools should be longitudinal if they are to be useful. This is true especially when one of the dependent variables is something as abstract as the development of the ability to reason. When we are talking about changing the ways in which students view the world, react to the world, think about the world, and make defensible decisions and judgments, we must be prepared to undertake long term studies. Such changes are not likely to occur in a few weeks or even months.

Of course, one of the major problems with longitudinal studies is attrition, that is, the loss of teacher and student subjects. If we are to estimate attrition accurately, we need longitudinal descriptive data, particularly follow-up studies of high school graduates. Without such information, we may possibly arrive at the end of a study without a sufficient number of students to allow us to identify differences between project and control students, even if such differences actually exist.

We are going to have to solve the problem of conducting quality research in secondary schools. As one reads much of the existing research on teacher effectiveness, one is struck by the fact that virtually all of it takes place in the elementary schools. In helping to design this project, we have discovered one reason why such research at the secondary

school level is virtually non-existent. As I have mentioned earlier, many high school courses contain students of several age groups. This fact makes it impossible to use standardized aptitude or achievement measures as indicators of effectiveness of any research because most state-wide and district-wide standardized testing programs are oriented toward same-age testing. A uniform age cohort of students is essential if high schools are to implement new pedagogical strategies based on the latest research.

An obvious solution to the problem would be to design city-wide comprehensive tests for each course included in the city curriculum. In essence, the criterion-referenced tests included in this project are such tests. In general, however, this alternative is fraught with difficulties, not the least of which is teacher resistance to such "standardization." The search for appropriate outcome measures for high school projects will continue and few projects will be applied in school districts without compromising their effectiveness.

Practitioners tend to have difficulty in separating a specific research project from their concerns for overall school improvement. A project is a very focused, limited activity that occurs within the context of a school or school system. Projects are typically put into place because we do not fully understand the consequences of project implementation but we believe the outcomes will be beneficial. Before researchers recommend endorsement or large scale use of any project, however, they want to examine their beliefs or, in research terminology, empirically test their hypotheses. Practitioners, in contrast to

researchers, see projects as valuable in their own right. The project is judged primarily on "face validity" (that is, it looks like a good project), rather than "empirical validity" or hard data. For this reason, projects become immersed in larger school improvement efforts even before any data have been gathered. The assumption is that the project is a "good one" and there is a need to involve as many people as possible, and to interrelate the project with other school improvement efforts. Representatives from more than one participating city have asked whether they can place our project in a few more schools, involve a few more teachers, and add a few more tests and other measures. These requests have been made even before results of our work are known.

One reason for this phenomenon is the lack of impact that research actually has on schools. Ideas, opinions, and authority, not evidence, determine what happens in schools. The major culprits are the researchers themselves. Researchers tend to examine questions or problems they themselves think are important. When they get answers to questions or partially solve the problems, they are puzzled that no on in the schools cares much about their "discovery." Hence, researchers are too frequently eager to apply their results prematurely.

In my opinion until researchers start working on problems that practitioners identify as significant and then contribute their skills and methods to solving those particular problems, most research will have little effective application. In this project, we have a rather unique opportunity to attack a problem that has been identified by

practitioners themselves. Consequently, the university faculty serving as researchers are really advisors, contributing their knowledge and skills to help the project succeed; they are not external evaluators. This same collaboration should occur within the city schools themselves. We need the cities to form teams of experts--curriculum specialists, administrators, classroom teachers, and researchers--to work on this project. The project is too big and the consequences of success or failure are too important for one person or a single group of specialists to attend to alone.

Summary

Where are we now? All participating cities have submitted drafts of proposals. Dean Bossone, Dean Weiner, and I are in the process of reviewing proposals and making recommendations for change as we see fit. At this point one city, New York, has an approved proposal. The other cities are making revisions based on our reviews and comments. I would venture a guess that all project proposals will be approved by January or February, 1984. We are hopeful that project implementation in all cities can begin early in 1984. However, given the nature of the project, meaningful data are not likely until late 1985 and early 1986.

We have made considerable progress in a field of study in which very few large scale research projects have been attempted. The conceptual, methodological, and experiential bases of our work are particularly valuable. These tokens of success are only guideposts to further progress. The ultimate standard is whether our project can be replicated and its findings implemented in the nation's public schools.

COMPUTERS: PAST, PRESENT, AND FUTURE

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I. A General Perspecitve

My initial remarks are aimed not at the content of what we do in using computers for instruction but at broader attitudes toward computers in the modern technological world.

Brazil

In October I was in Brazil to address the Sixteenth National Brazilian Computer Congress, attended by more than 40,000 people. The interest in computers in Brazil is much greater than might be expected. Brazil is one of the most advanced third world countries and is enormously concerned about the technological gap between Brazil and the United States. I gave several lectures in São Paulo and Rio, and everywhere I had the sort of broad philosophical discussion that you do not find in the United States. This broad concern is not restricted to education, but applies as well to the office, the factory, and the service industries generally. Brazilians are absolutely petrified--those who are thinking about the future of their country. They believe that the third world countries that have a lot of get-up-and-go like Brazil and that are industrially well organized in many ways are going to be left in the dust on the modern technological trail. Their great concerns are that they are not going to be developing and educating their children to the new technology, and they are not going to

be developing their industry in appropriate technological directions. I do not know what is going to happen in Brazil.

United States

In a different and much more positive way, the same sort of problem has arisen in the United States. The real competitor of the United States today in technology is Japan. This is a very surprising development if you look at it in the perspective of the last 50 years. Japan has not been a leader in terms of scientific development, but it has certainly emerged as the major technical competitor of the United States. What has happened in the last couple of years in this country is that there has been an explosion of concern about the future of technology, especially computer technology. We are in the middle of the most rapid industrial change in the 20th century. This change is reflected in the attitudes of schools.

I remember when we installed the first computer terminals in schools nearly 20 years ago. Already in 1964, we put terminals in elementary schools near Stanford. At the time, it was quite a challenge to explain to teachers what we were doing. Most of the teachers had no background or experience, had seen nothing in the newspapers, and had no sense of the place that computers might come to have in the world that their students were entering. It is very different now. Even if we did a rather poor job in using computers in instruction, an important positive effect exists in getting today's youngsters into the new technological world early. They are growing up in a world where whether they are in the office, in service, or in manufacturing, what they do on the job will be inextricably tied to the

use of information technology. Consequently, a general educational objective is to make today's students feel at home in this new world. The best place to start is to have a class of first graders going to computer terminals for instruction. They think such activity is a natural part of school; there is nothing strange about it, nothing new about it, nothing different about it; it is just the way school is. If they grow up in such an environment, they accept the precision and regularity of this activity with no problems whatsoever. We occasionally still see, even at this late stage, teachers who are a little bit anxious about computer technology and its effects on their students. But is is a fact of life that information technology is going to saturate our society in every direction, and it is important to recognize this fact in organizing the education of today's students.

One of the central questions that I heard again and again in lectures all over Brazil was, "How in God's name are we ever going to get more information technology into our schools in Brazil?" As one person put it, "We can't even put good roofs on our schools." A country like Brazil certainly does have a problem and should have a concern. In the United States, it is an entirely different story. We can do a lot and are doing a lot. It is really not news that we are doing a lot about computers in schools in the United States. Certainly we have problems ourselves, but at least they are not the kind that one sees and hears about in Brazil.

A Personal Anecdote

My youngest daughter Alexandra is now three and a half. Since she was two and a half years old, she has been going into my study, turning on the

terminal, pushing the duplex key to put the terminal in local mode, pushing the shift key to have all capital letters, and then typing LEXI, her familiar name in the family. Alexandra types very nicely. She does not do much else, but she does like to type. She can type her name a lot easier than she can write it, because three year olds do not have the motor skills to use pencil and paper to write their names. In fact, I should mention that I did a study, approximately 20 years ago, about whether we should give keyboards to young children or should have various devices for pointing at the screen of a terminal. The motor skill necessary to hit a key is more elementary than that for finding an exact point on the screen. It is not surprising to find a two and a half year old being able to type her name before she can use pencil and paper. More generally, Alexandra's activities are an example of how early familiarization with sophisticated technology can begin.

The Home

We must recognize that information technology will be dispersed beyond schools and offices. We are going to see information technology in homes too. I do a fair amount of lecturing and talking about computers in Europe. A very good test of the level of sophistication in industry in a country is to ask the question: "How many of the individuals in this group have terminals or personal computers at home?" The information technology in the professional setting has not fully taken hold until there is a communication network of activity between the home and the office. I do a lot of my communicating with people from my home terminal. I have a couple of people who work with me and who communicate with me on an essentially daily basis,

but we can go for days and not see each other in person or talk directly by phone.

We have reached a point of change in the general environment that was not present a few years ago. We want our children to grow up in a world where they will be familiar with technology. We do not want them to grow up like those Brazilian youngsters who will be lucky to even see a computer or computer terminal by the time they are 16 years old. We want our students to be at home with the new technology, to be ready to deal with it, to use it, to make it part of their world now. Students will have a natural and easy feeling about the information technology when it is brought to them early as part of their everyday activities. Just think about the expected life span of a student now in the first grade. It is certainly at least another 70 years. That is a very long reach into the 21st century. The kind of world in which today's first grader will participate is going to be a world that is saturated with the sophisticated use of information technology. Everybody is going to use, in various forms, the technology. By the time a first grader finishes his or her career most of us will not be here, but the world will be a very different place. We are going through a transformation that is a more radical change than was the change from an agricultural to an industrial society in the 19th century.

II. Specific Uses of Computers in Instruction

Equally important is the particular and operational use of computers in instruction. This can be discussed under four headings corresponding to the broad divisions of skills that are taught in our schools, namely, basic

skills, technical skills, scientific skills, and foreign language skills. There is nothing magic about this division. It would be possible to slice the instructional pie in a somewhat different way, but I think the division I have chosen does correspond to much familiar talk about different parts of the curriculum.

Basic Skills

To augment instruction in basic skills of mathematics and reading, computers have been used for almost 20 years under federal sponsorship of Title I, now Chapter I. Of course, the use of computers for this purpose is relatively small compared to other uses of Chapter I funds. But there is already a good deal of experience and evaluation of various programs that have been introduced. By and large the results are positive. When students are given additional supplementary work at computer terminals in elementary mathematics skills or reading skills, improvements in their performance are observed and can be objectively measured. On average, the mathematics programs have tended to be somewhat more successful than those devoted to reading. I do not have a firm explanation of this difference, but one simple conjecture is that the concentrated time spent at computer terminals teaching elementary mathematics represents simply a greater increment of practice than does the corresponding time spent in reading because less time is spent in the elementary school on mathematics than on reading. It would be interesting to conduct some studies to see if we controlled for percentage increment whether or not we would get comparable results in mathematics and reading. One thing we do know from a variety of studies is that the program must be sustained. A brief program of a

few weeks or one that teaches students only on a weekly basis for a small period of time is not likely to be effective. The reasons for this have nothing, of course, to do with information technology but reflect fundamental facts about student learning.

Over the past two decades, the focus in instruction in basic skills has certainly been on reading and mathematics, with greater emphasis on reading. It is evident that for a variety of reasons we are now shifting to the third member of the classical triad, namely, to a greater emphasis on writing skills. Computer technology can be especially helpful in instruction in writing skills. We do not yet have the appropriate software, but there is every reason to think that it will be developed by a number of different groups in the next few years. What students have available will be flexible and also powerful. Some of the power will come from correction by programs of primary errors in student compositions. By primary errors, I mean what Richard Bossone has meant in several of his publications, namely, the correction of elementary errors of capitalization, punctuation, and spelling. A surprising amount of the time of instructors is spent on the routine task of correcting such errors in student compositions. It is certainly desirable to move that task into the computer in order to free instructors to spend time on a higher level of criticism. We should also anticipate that primary grammatical errors, for example, subject and verb agreement, will soon be analyzed and suggested corrections made by intelligent computer programs. As such programs become effective, instructors will be able to put most of their effort where it should have been in the first place, focused on clarity of exposition.

There is one optimistic prediction I want to make about writing skills that may seem too optimistic, but I believe has some basis in past experience. The optimism derives from drawing a parallel to what has happened in spoken speech. With the extensive spread of television in the United States, there has been an enormous standardization of the spoken language of all individuals in our society. The spoken grammar of persons under 30 is remarkably uniform, especially their pronunciation of spoken idioms. Fifty years ago it was scarcely possible to understand a child in a rural community if one were visiting from another part of the country. Today it is no problem at all. Historically, the contrast in English between the educated and wealthy classes and the uneducated and poor in the use of language has been extreme. That difference has now almost disappeared. Moreover, because of the impact of television, the differences between British English and American English are also diminishing substantially. More generally, the standardization of English throughout the world has depended almost entirely on radio and television. If it were not for radio and television, it is almost certainly the case that the English spoken in various parts of the world would not be understandable by the same person.

The kind of prediction I want to make about writing skills should now be obvious. As we move to extensive use of computer technology in the teaching and execution of writing skills, we will achieve a level of standardization that would have been unthinkable 50 years ago. Standardization will arise not simply from instruction but also from the kind of programming support that will be given the use of word processing in

offices everywhere. Correction of spelling mistakes will be done automatically just as we use calculators now for any difficult arithmetic operations. A little further ahead, the same can be said of elementary grammatical mistakes. This prediction will not automatically come true. It will take effort and devotion on the part of many instructors. It will take the willingness to adapt to the potential of the new technology and at the same time, to recognize its limitations on the part of many thousands of teachers of English. The change will not occur smoothly and will not occur with the same ease in one place as another. Even in the short period of ten years, I anticipate some measurable improvement in writing skills in school systems that have available, for a significant number of years of this decade, appropriate word processing technology for use by their students.

Another basic skill that scarcely existed 10 years ago but is now receiving a great deal of attention from schools throughout the country is computer literacy. It is the kind of basic skill that my Brazilian friends despair of developing in any near future in their country. In the United States, the focus on computer literacy is more intense than I would have anticipated a decade ago. It seems that we are not far from having some kind of computer literacy requirement for all students, just as we now have requirements in the triad of classical basic skills of reading, writing, and arithmetic. I have been asked on many occasions, "What is computer literacy?" Briefly, there are four essential components of any good course in computer literacy, and I can quickly mention them here. The first component is to give students an

elementary knowledge of how the hardware works. How, in elementary terms, is a computer organized? The second component is to introduce the students to the concept of a program and why programs are critical to computers, why software is an important as hardware. The third component is to give students an introduction to the variety of applications of computers in our society. Current uses ranging now from banks to factories to airplanes should be briefly discussed. Students need also a sense of what are likely to be important future uses that do not as yet have a significant impact. The fourth component should be devoted to societal impact of computers. What is and what will be the psychological and social impact of information technology? One of the most important themes to be discussed here is the possibility of decentralization of our society, reversing the trend toward centralization that has been underway for more than a hundred years.

Technical Skills

Computers can be used especially for instruction in technical skills, and among technical skills especially those concerned with information technology. We already have the beginnings in this country of a number of computer-based courses in programming. We shall see this number increase rapidly in the next few years. It is natural to have such courses because the skill of programming is best learned by doing it. Also, there is and will remain a shortage of instructors in our secondary schools for teaching such skills. A range of other technical skills, from maintenance of television sets to the maintenance of airplanes, can be taught effectively by computers and will undoubtedly

be so taught, partly as a way to meet the shortage of highly competent instructors.

Our reason for teaching programming in secondary schools is not that we expect a high percentage of our graduates to become professional programmers, but rather that graduates must have the background to understand the way in which computers are used in various jobs that they will occupy in the future.

Scientific Skills

The problems we face in meeting the challenges of the teaching of science and mathematics at the secondary level have been discussed almost continually in both professional and public circles in the past year. I shall not try to recapitulate the ideas that have dominated the discussion. The use of computers to aid in instruction in science and mathematics will undoubtedly be one of the most powerful ways in which we shall be able to meet the need for a considerable increase in the level of instruction at the secondary level. Computers are already being used effectively as problem-solving adjuncts to courses in secondary school science and mathematics. That role will deepen in the rest of this decade. My own favorite model is to have the standard instruction given interactively in elementary science and mathematics at the terminal but to have a teacher available as much as possible for troubleshooting and answering particular questions. It will take us a while to convert to this kind of model, but I see it as a way of increasing the intellectual involvement of teachers in teaching science and mathematics. The teacher will assume more the role of a tutor who is being helpful whenever needed.

Foreign Language Skills

We are beginning to recognize in this country that we have a near crisis in the teaching of foreign languages. The numbers indicate more teachers of English exist in Siberia than there are students of Russian in the entire United States. Of the four languages that are particularly critical for commerce in the decades ahead, namely, Chinese, Japanese, Russian, and Spanish, only the teaching of Spanish is adequately represented in our high schools at the present time. I am skeptical that we shall train at the appropriate pace a cadre of teachers of Chinese, Japanese, and Russian. Moreover, we face serious problems in financing positions for the teaching of these languages when the number of students is bound to be small. For example, a high school can scarcely afford a specialist in the teaching of Russian when the average class size will be no more than five or six students. I have been working with colleagues at Stanford for more than two decades in the teaching of foreign languages by computer, and I am hopeful that much can be done to meet the present crisis.

I should also mention that we shall see widespread use of computers in teaching the language that is most in demand as a foreign language, namely, English. As most of you know, with the large number of immigrants continuing to come to the United States, continual demand exists for the teaching of English as a second language in many of our schools; for example, where the native language of the students is Chinese or Vietnamese and is not known by any of the teachers, computer-based teaching of English

as a second language will be one of the few feasible approaches.

Let me conclude with a general observation. I have spoken here about the possibilities for using computers for instruction in the schools. You might think that I believe that the main revolution in computers in the rest of this decade will be in the schools. But I do not think this. It seems to me apparent that the most important revolution will occur in the office. The development and use of increasingly sophisticated word-processing equipment and programs will constitute the biggest single impact of computers in our society in the eighties. However, the impact in the schools will not be negligible. It may be that automation of factories will be second in importance but, if so, the impact of computers in the schools is likely to be a close third.